







# COMMUNITY PLANNING REVIEW

## REVUE CANADIENNE D'URBANISME

### VOLUME XIV

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Editor: JENNIFER R. JOYNES

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Covers: Two snow scenes in downtown Montreal, by Pierre Gaudard; at the left, a photo of the Driveway in Ottawa by T. Grant. All are NFB photos.

## *To the members of CPAC:*

The years ahead are particularly important to Canada's development and to community planning. We live in a period of very rapid rural depopulation combined with urbanization. Former settlement patterns, in some regions barely established, are being revamped and sometimes literally discarded. For many of our communities the only thing that seems constant is change.

We tear down as fast as we build up. Our development problems of the next few decades are being created now in places where there is, as yet, little sensitivity to the need for planning or for professional planning assistance.

Wherever we are, in city or country, we want to make life convenient and pleasant. We want attractive communities. Therefore, we must concern ourselves with slums — rural and urban. We must plan now, both for decline and growth.

The individual citizen has a role to play in these affairs, albeit a seemingly obscure one. The Community Planning Association of Canada offers every planning-conscious citizen and group an opportunity to make an impact on the Canada we build together.

These are some of my thoughts as I start my term of office as your National President. I am honoured to have been asked to serve in this capacity and I would ask every member and friend of CPAC for active support and participation in our program. Our Association has already made a significant contribution to the kind of community life we all seek. Its educational activities over the years have changed attitudes, created new awareness to problems and needs, and developed skills, in planning ventures. But the task is continuous and there is much more work to do.

I should like to express appreciation on behalf of all of us to F. Joseph Cornish, Q.C., for the contribution he made to our organization during his period as President. We made important strides under his valuable leadership.

This year we had a successful National Planning Conference at London, Ontario. April 25 to 29, 1965 are the dates of our international and joint conference in Toronto with the American Society of Planning Officials (ASPO). In 1966 conferences are set for Charlottetown and Regina. Shortly thereafter will be the Centenary Celebrations and the 1967 World Exhibition in Montreal. These are all important to our Association and suggest exciting days ahead.

Meanwhile, the major contribution to community planning will come from our Provincial Divisions and Branches, and from the enthusiastic and enlightened contribution of you, the member and citizen. Major General M. L. Brennan, our National Director, and his Staff at National Office, work energetically to detail the course of our national program. During 1964-65 we are concentrating on two national objectives outlined elsewhere in this Review: the preservation of open space, and the application of planning concepts in rural development. Where these are appropriate across the country we hope you will assist in their attainment. We invite your ideas and suggestions, and we anticipate new achievements in 1965 through CPAC.

HAROLD BAKER,  
*CPAC National President*

*Photo: Gibson*



## *Aux membres de l'ACU:*

Les années à venir sont particulièrement importantes au développement du Canada et de l'urbanisme. Nous vivons dans une période de très rapide dépopulation rurale combinée à l'urbanisation. Les anciens patrons de colonisation, dans certaines régions à peine établies, sont en voie de réfection, et dans certains cas, littéralement mis de côté. Pour plusieurs de nos communautés, le changement est la seule chose qui semble constante.

Nous démolissons aussi vite que nous construisons. Nos problèmes de développement des quelques prochaines décennies sont présentement en création, là où il y a encore un peu d'intérêt au besoin de planification ou d'aide professionnelle de planification.

Où que nous soyons, en ville où à la campagne, nous voulons que notre vie soit commode et agréable. Nous désirons des communautés attrayantes. Donc, nous devons nous intéresser aux taudis — ruraux et urbains. Nous devons planifier déclin et croissance.

Le citoyen particulier a un rôle à jouer dans cette affaire, si obscure semble-t-il. L'Association canadienne d'Urbanisme offre à tout citoyen ou groupe conscient de l'urbanisme, une occasion d'avoir un effet sur le Canada que nous construisons ensemble.

Voilà quelques-unes de mes pensées au tout début de mon terme en fonction de président national. Je suis honoré qu'on m'ait demandé de remplir cette fonction et je demanderais à chaque membre et ami de l'ACU d'accorder son appui et sa participation à notre programme. Notre association a déjà contribué d'une façon importante à l'espèce de vie communautaire que nous recherchons tous. Son activité en matière d'éducation au cours des années ont changé les attitudes, créé une nouvelle conscience des problèmes et des besoins, et développé des spécialités en urbanisme. Mais la tâche se poursuit, et il y a beaucoup plus de travail à faire.

J'aimerais exprimer notre reconnaissance à tous, à monsieur F. Joseph Cornish, C.R., de sa contribution à notre organisme au cours de son terme comme président. Nous avons fait des progrès importants sous sa direction très prise.

Cette année, nous avons eu une conférence nationale réussie à London, Ontario. Les 25 au 29 avril 1965 sont les dates de notre conférence internationale conjointe à Toronto, avec la American Society of Planning Officials (ASPO). En 1966, les conférences se tiendront à Charlottetown et Regina. Peu après, ce sera les célébrations du centenaire et l'exposition mondiale de 1967, à Montréal. Toutes sont importantes pour notre association et suggèrent des jours excitants à l'avenir.

Dans l'intervalle, la principale contribution à l'urbanisme viendra de nos divisions et succursales provinciales, ainsi que de vous, membres et citoyens enthousiasmés et éclairés. Le major-général Brennan, notre directeur nationale et son personnel au bureau national travaillent énergiquement pour établir les détails du cours de notre programme national. Au cours de 1964-65, nous nous concentrons sur deux objectifs nationaux exposés ailleurs dans la présente "Revue": la préservation des espaces ouverts, et l'application de nos concepts de planification au développement rural. Partout où il sera approprié au pays, nous espérons que vous aiderez à leur réalisation. Nous vous invitons à soumettre vos idées et suggestions, et nous anticipons de réaliser de nouveaux accomplissements en 1965 par l'entremise de l'ACU.

HAROLD BAKER,  
*Président national de l'ACU*

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Prof. R. Graham Murray, Q.C.

*CPAC Vice-President*

## **Six reminders to planning boards regarding their functions, powers, responsibilities and methods of operation.**

Something over four years ago I got out my paste pot and scissors, as it were, and put together a few ideas from people more knowledgeable in matters of planning than I am, about what Planning Boards are expected to do in Canada. I am now embarrassed to discover that those few words have received rather wide circulation in Canada, having been reprinted several times since by CPAC as an open letter to newly appointed members of Planning Boards. I am not at all sure that what I said then has been really useful. Anyway, I shall get out my paste pot and scissors again and try to say something further about the function of Planning Boards in Canada in 1965.

I have six main points to make to planning boards and, indeed, to everyone in the community interested in planning:

*First:* It is clearer now than it was even four years ago that good planning for any community requires—no, demands—that the planning board has the assistance of the technical persons we call planners. In big cities, and we would hope this would always be the case at the Provincial level, what is needed is not a single person called a planner, but a group of technical persons—architects, engineers, economists—who form a planning team. The technical problems of planning today are so complex that it is unfair to expect any one planner to be able to do much towards their solution. I think it is time that all municipal councils and planning boards understood just what is the responsibility of the planner or planners they choose to employ. As Earl Levin, pointed out, in his article “The Planning Team”, (*COMMUNITY PLANNING REVIEW*, Vol. XIV, No. 1) because the planning process is a political process, it is not the job of the technical planner to coordinate and formulate public policy, nor is it his job to provide leadership in implementing that policy. Those jobs belong to the elected political authority and to whatever planning board advises it. What the professional planner does is “take the responsibility for interpreting the public’s wishes and needs in the physical form of

## **Six rappels aux commissions d’urbanisme en ce qui concerne leurs fonctions, leurs pouvoirs, leurs responsabilités et leurs méthodes d’opération.**

Il y a un peu plus de quatre ans, je sortis mes ciseaux et mon pot de colle, pour ainsi dire, et j’ai rassemblé quelques idées chez des gens qui s’y connaissaient un peu plus que moi en matière d’urbanisme, au sujet de ce que l’on s’attend que les commissions d’urbanisme fassent au Canada. Je me trouve maintenant dans l’embarras de découvrir que ces quelques paroles ont été publiées par tout le Canada, ayant été réimprimées à plusieurs reprises depuis, par l’ACU, comme une lettre ouverte aux nouveaux membres nommés aux commissions d’urbanisme. Je ne suis pas du tout certain que ce que j’ai dit alors a été réellement utile. De toute façon, je sortirai de nouveau mes ciseaux et mon pot de colle et j’essayerai de dire quelque chose de plus au sujet de la fonction des commissions d’urbanisme au Canada en 1965.

*D’abord:* Il est plus clair maintenant qu’il ne l’était il y a quatre ans qu’un bon urbanisme pour toute communauté exige — non, requiert — que les commissions d’urbanisme reçoivent l’aide de personnes techniques que nous appelons les urbanistes. Dans les grandes cités, et nous espérons que ceci serait toujours le cas au niveau provincial, ce dont on a besoin n’est pas une seule personne appelée un urbaniste, mais un groupe de personnes techniques — architectes, ingénieurs, économistes — qui forment un groupe de planification. Les problèmes techniques de la planification aujourd’hui sont tellement complexes qu’il n’est pas juste de s’attendre qu’un urbaniste soit en mesure de faire beaucoup pour trouver une solution à leurs problèmes. Je crois qu’il est grand temps que tous les conseils municipaux et toutes les commissions d’urbanisme comprennent au juste en quoi consiste la responsabilité de l’urbaniste ou des urbanistes qu’ils décident d’employer. Comme Earl Levin l’a signalé dans son article, “The Planning Team” (*Revue d’Urbanisme* Vol. XIV, N° 1) parce que le procédé d’urbanisme est un procédé politique, il n’incombe pas à l’urbaniste technique de coordonner ni de formuler la politique publique non plus qu’il lui incombe de se mettre à la tête de la mise en oeuvre de

the plan." And Earl Levin adds: "To do this requires a planning team in the true sense of the word: a team composed of specialists with a comprehensive view of both the space and time dimensions of any given development proposal." So my first point is that planning boards who think they can go it alone, or with the assistance of a single planner, are most unlikely to achieve much in the way of successful planning for their respective communities. We must find the way to obtain for all our cities, towns and municipalities the best technical assistance possible in doing the important job to which it is committed by the respective town planning acts.

*Second:* It is more evident than ever that sound planning activity involves the preparation of a plan—call it what you like: master plan, development plan, community plan, or general plan. It also involves, of course, taking effective steps to implement the objectives of the plan. I have made this point so often to so many groups that I am almost beginning to believe that only I myself think the point is important. Certainly, we have yet to see in Nova Scotia any master plan which would in any way satisfy an expert in planning matters. However, the town of Kentville has made a good start on a plan, and now Halifax County is well on the way, with the assistance of the well-known Canadian planning firm, Project Planning Associates Ltd. I only hope that more and more communities throughout the Province will appreciate the need for well-conceived master plans.

*Third:* It has become obvious, at least to planning boards in the Halifax area, that the business of the regulation of the development of subdivisions is a much more formidable and important task than was at one

cette politique. Ces responsabilités appartiennent à l'autorité politique élue et à toute commission d'urbanisme qui la conseille. Ce que l'urbaniste professionnel fait en somme est "de rendre la responsabilité d'interpréter les désirs et les besoins publics dans la forme physique du plan." Et Earl Levin ajoute: "Pour réaliser ceci, il faut un groupe de planification au sens propre du mot: un groupe composé de spécialistes ayant des vues étendues tant sur les dimensions dans l'espace que les dimensions dans le temps, de tout projet donné de développement." Ainsi, mon premier point est que les commissions d'urbanisme qui croient qu'elles peuvent réaliser un projet elles-mêmes ou avec l'aide d'un seul urbaniste, sont à peu près sûres de ne pas réaliser énormément en matière d'urbanisme réussie pour leurs communautés respectives. Nous devons trouver le moyen d'obtenir pour toutes nos cités, villes et municipalités la meilleure aide technique d'urbanisme que nos moyens nous permettent d'obtenir et de garder. Je dis qu'il incombe à chaque commission d'urbanisme dans chaque province de demander la meilleure aide technique possible en faisant le travail important auquel elle s'est engagée, par ses lois respectives d'urbanisme.

*Deuxièmement:* Il est plus évident que jamais qu'une activité saine de planification comporte la préparation d'un plan — appelez-le comme vous le voulez: plan directeur, plan de développement, plan communautaire, ou plan général. Il comporte également, il va sans dire, que les commissions doivent prendre les mesures efficaces pour réaliser les objectifs du plan. J'ai soulevé ce point tellement souvent, à tellement de groupes que je commence à peu près à croire qu'il n'y a que moi-même qui pense qu'il soit important. Certainement, il nous reste encore à voir en Nouvelle-Ecosse un plan directeur qui satisferait d'une manière quelconque un expert en matière d'urbanisme. Cependant, la ville de Kentville a fait de bons débuts au sujet d'un plan et maintenant le comté de Halifax s'est finalement engagé sur la bonne route, avec l'aide de la maison canadienne bien connue en urbanisme sous le vocable de Project Planners.

*Troisièmement:* Il est devenu évident, au moins aux commissions d'urbanisme dans le secteur de Halifax, que l'affaire des règlements de développement de subdivisions est une tâche beaucoup plus formidable et importante que ce que l'on supposait déjà. Nous apprenons beaucoup de choses au sujet de l'importance de la planification de règlements de subdivision qui soient bons et réellement rigoureux comparativement à ceux que nous avions il y a dix ans. Mes souvenirs au sujet des règlements de subdivision se reportent au jour où si le terrain était assez grand pour y installer une maison



*A candid photo of the author taken during one of the many workshops he has chaired at National Planning Conferences.  
Photo: Edwards*

time supposed. We are learning a lot about the importance to planning of good and really quite stringent subdivision regulations compared to those which we had several years ago. My recollection of subdivision regulations goes back to the days when if the lot was big enough to put a house on it with a few feet around it, and the streets in the subdivision were wide enough for a snowplough or fire engine, it was approved. It did not really seem to matter that the streets in the subdivision might not connect up properly with the streets of other subdivisions, that there was little soil, so that one man's septic tank might empty into another's well (contours not being shown on the plan), and so on. I think we have come a long way from those crude controls of, I suppose, fifteen years ago.

*Fourth:* We are just beginning to wrestle with the problems which zoning laws have raised throughout the whole of North America. We are beginning to appreciate that the zoning of land—particularly when there is no really understandable plan to which the zoning laws are, as it were, annexed—is a tricky and most difficult business; that it seems to raise as many problems as it solves. As you know, zoning laws establish, in advance of applications for development, groups of permitted uses of land that vary from district to district. A given community will be divided into districts or areas in such a way that residential, commercial, manufacturing, institutional and recreational uses of land are somehow kept separate from each other—so that there will not be an unplanned hodgepodge of land uses. The trouble is, as they seem to have discovered in Ontario, the zoning device has largely failed as a satisfactory instrument to ensure the proper implementation of a land use master plan. In London, Ontario, the planners are now experimenting with what they consider to be better devices for land use control, and here is what Mr. Donald Guard, Planning Director, City of London, has to say about zoning:

“Even if it permits good development, which many by-laws do not, a zoning by-law cannot prohibit bad development. Try as you will, you cannot write a zoning by-law that will really do much more than keep the soap factory out of the single family area and ensure a reasonable intensity of land use.”

So that is one serious problem about zoning by-laws; it seems that we may be expecting too much of them as a tool for ensuring good development.

Most of us who live in rapidly developing urban areas are aware of another serious problem. As the accompanying article reprinted from the *FINANCIAL POST* points out, zoning schemes lack any real perma-

avec quelques pieds autour de celle-ci, et que les rues dans la subdivision étaient assez larges pour laisser passer une charrue à neige ou une pompe à incendie, il était approuvé. Il n'était nullement important que les rues de la subdivision se raccordent correctement aux rues des autres subdivisions, qu'il y eut très peu de terrain, de manière que la fosse septique d'un propriétaire puisse se vider dans le puits du voisin (les niveaux n'étant pas indiqués sur le plan) et ainsi de suite. Je crois que nous avons progressé énormément depuis ces jours des règlements primaires il y a quelque quinze ans.

*Quatrièmement:* Nous commençons déjà à être aux prises avec les problèmes que les lois de zoning ont soulevés partout en Amérique du Nord. Nous commençons à reconnaître la valeur de l'établissement des zones en ce qui concerne le terrain — particulièrement lorsqu'il n'y a aucun plan compréhensif auquel les lois d'établissement de zones sont annexées, si l'on peut dire — est une affaire des plus difficile et remplie d'embûches; qu'il semble soulever autant de problèmes qu'il résoud. Comme vous le savez, les lois de zoning établissent, antérieurement aux demandes de développement, les groupes d'emploi permis de terrain qui varient d'un district à l'autre. Une communauté donnée sera divisée en districts ou en secteurs de telle manière que les emplois de terrain en ce qui concerne les résidences, le commerce, les manufactures, les institutions et la récréation, soient en quelque sorte tenus séparés les uns des autres afin qu'il n'y ait pas d'emploi de terrain tout venant et non planifié. La difficulté est, comme il semble qu'on ait découvert en Ontario, que le dispositif d'établissement de zones n'a pas réussi principalement comme un instrument satisfaisant en vue d'assurer le mise en vigueur appropriée d'un plan directeur d'emploi de terrains. A London, Ontario, les urbanistes font maintenant l'expérience de ce qu'ils considèrent être de meilleurs dispositifs de réglementation d'emploi de terrains, et voici ce que monsieur Donald Guard, directeur d'urbanisme de London, avait à dire au sujet:

“Même s'il permet un bon développement, que beaucoup de règlements ne permettent pas, un règlement de zoning ne peut pas empêcher un mauvais développement. Essayez comme vous le voulez, vous ne pouvez pas écrire un règlement de zoning qui peut faire beaucoup plus que d'empêcher l'usine à savon de s'établir dans un secteur de maisons, et d'assurer une intensité raisonnable de l'emploi du terrain.

La plupart d'entre nous qui vivons dans des secteurs urbains à développement rapide sont au courant d'un autre problème sérieux. Comme l'article ci-joint réimprimé du *Financial Post* signale, les programmes de zoning manquent de permanence réelle et les pressions

nence, and pressures to rezone or spot zone are increasing all the time. The effectiveness of the zoning by-law as a planning tool is now being very seriously questioned throughout America. I do not know what the answer is, but it seems clear that the zoning device of land use control can stand a lot of examination at this time.

*Fifth:* We are beginning to hear more about the possibility of adopting what is, perhaps, a better technique than zoning for controlling the use of land—a technique now well known and understood in Western Canada and in England. The name of the technique is *development control*, and I would like to discuss briefly what are alleged to be the advantages of this technique. It is one which seems to me to require great confidence in those responsible for its administration and also, of course, a fairly elaborate administrative set-up. To simplify the idea of development control, it is this: Any development in a given community must meet certain standards before it will be given approval by council. Here is the way it is done in London, Ontario, where the existing zoning by-law simply freezes all land use to its existing uses and buildings. I will here quote from the London planner's description of the process:

"When a development or redevelopment is contemplated the developer approaches the municipality with a proposal. If the proposal is in conformity with the official plan the developer submits an application for an amendment to the zoning by-law. The proposal is circulated to all affected municipal bodies including engineering, utility and education agencies. Their criticisms often result in modifications being made and the proposal is then submitted to the Planning Board for recommendation to Council. The owners of property in the vicinity of the proposed development are informed of it and their comments and criticisms are invited. The Planning Board's recommendation usually includes a provision that an agreement be entered by the applicant and the municipality with regard to site improvement, control of access, and the installation of services by the developer within and leading to the land affected by the proposal.

If Council accepts the proposal . . . the agreement is entered into between the two parties and an amending zoning by-law is passed to give effect to the proposal. This by-law permits *only* the proposed development. This is ensured by incorporating into the by-law the actual elevation drawings of the proposed buildings and the site plan showing their proposed arrangement . . . In Ontario this amending zoning by-law must receive the approval of the Ontario Municipal Board . . ."

pour établir un nouveau règlement de zoning ou encore un zoning particulier, augmentent tout le temps. L'efficacité du règlement de zoning comme un instrument de planification est maintenant sérieusement mise en doute partout en Amérique.

*Cinquièmement:* Nous commençons à entendre parler davantage de la possibilité d'adopter ce qui est peut-être une meilleure technique que le zoning pour réglementer l'emploi du terrain — une technique maintenant bien connue et comprise dans l'Ouest canadien et j'aimerais en discuter brièvement en élaborant ce qui serait les avantages de cette technique. Il s'agit là d'une technique qui, à mon sens, exige beaucoup de confiance dans ceux qui sont responsables de son administration et aussi, il va sans dire, un système administratif passablement élaboré. Pour simplifier l'idée de la réglementation de développement, le voici en quelques mots: Tout développement dans une communauté donnée doit répondre à certaines normes avant que le conseil lui donne son approbation. Voici ce que l'on fait à London, Ontario, où le règlement de zoning existant gèle tout simplement tout emploi de terrains à ses emplois et bâtiments existants. Je cite ici la description du procédé d'un urbaniste de London:

"Lorsqu'un développement ou un redéveloppement est envisagé, l'entrepreneur en développement communique sa proposition à la municipalité. Si la proposition est conforme au plan officiel, l'entrepreneur en développement soumet une demande d'amendement aux règlements de zoning. La proposition est soumise à tous les corps municipaux affectés y compris le génie, les utilités et l'instruction. Leurs critiques résultent en des modifications qui doivent être faites et la proposition est alors soumise à la commission d'urbanisme pour qu'elle en recommande l'approbation par le conseil. Les propriétaires de la propriété aux abords du développement projeté en sont informés et on leur demande de soumettre leurs commentaires et critiques. La recommandation de la Commission d'urbanisme comprend habituellement une disposition voulant qu'une entente soit passée entre le requérant et la municipalité en ce qui concerne l'amélioration de l'emplacement, la régie de l'accès et l'installation des services par l'entrepreneur en développement dans les limites du terrain affecté par le projet et y conduisant. Si le conseil accepte la proposition . . . l'entente est passée entre les deux parties et un amendement est apporté aux règlements de zoning pour donner effet à la proposition. Ce règlement ne vise *seulement* que le développement projeté. Ceci est assuré en incorporant dans le règlement les dessins d'élévation mêmes des bâtiments projetés et le plan de l'emplacement montrant l'arrangement pro-

Mr. Guard argues that this method of control has certain very important advantages. He believes it is a way of co-ordinating public and private endeavour. He points out the flexibility in layout and design which is possible because of the absence of preconceived arbitrary regulations. And, finally, he believes it ensures a standard of development that is satisfactory to the municipal council.

When some of us in CPAC were in London recently we had a chance to see for ourselves if there is any merit in the system of development control now in operation in London, Ontario. I think that most of us were persuaded that the method *does* have some real advantages over the traditional device of zoning. How acceptable it is to developers in other provinces is a question which I would like to see discussed.

*Sixth:* As the public becomes increasingly aware of the absolute necessity to plan all our urban communities today, it should be easier for planning boards to obtain public participation and co-operation in the formulation and implementation of plans for the community. This is a first responsibility of any planning board which really understands how planning should be carried out in a democracy. I realize, of course, that no one can expect to interest all the public all the time, or even part of the time, in planning matters. Mr. Earl Levin in the same article from which I quoted earlier said what we all know is true: "... the general public is still for the most part indifferent to general theories of planning and long range proposals for the development of the community. But I don't believe that it is necessary or even possible to interest the entire public at large in these matters ..." I agree with that comment. Nevertheless, much more can be done than is presently being attempted to interest the leaders in our communities in the great planning problems facing planning boards today. CPAC can, and should be, increasingly influential in this field. The provision of the Ontario Planning Act that "every planning board shall ... hold public meetings and publish information for the purpose of obtaining the participation and co-operation of the planning area" should really not be necessary at all. It should be understood by every planning board everywhere that this is one of its most important functions. It is not only members of the public in general which the planning board should actively seek to interest; the board should also be astute enough to enlist the support of all local developers so that they, to, will see the benefit, even to themselves, of soundly conceived developments.

The Planning Board of the Municipality of the County of Halifax recently demonstrated its under-

jeté ... En Ontario, cet amendement aux règlements de zoning doit recevoir l'approbation de la commission municipale d'Ontario ...

Monsieur Guard prétend que cette méthode de régie a certains avantages très importants. Il croit que c'est là une manière de coordonner l'effort public et privé. Il signale la flexibilité de la distribution et du concept qui est possible en raison de l'absence des règlements arbitraires préconçus. Et, il croit qu'il assure une norme de développement qui est satisfaisante au conseil municipal.

Lorsque certains d'entre nous à l'ACU étaient à London, récemment, nous avons eu l'occasion de voir par nous-mêmes s'il existe aucun mérite au système de régie de développement maintenant en opération à London, Ontario. Je crois que la plupart d'entre nous ont été persuadés que la méthode a des avantages réels sur le dispositif traditionnel de zoning.

*Sixièmement:* A mesure que le public devient de plus en plus conscient de la nécessité absolue de planifier toutes nos communautés urbaines aujourd'hui, il devrait être plus facile aux commissions d'urbanisme d'obtenir la participation et la collaboration publiques dans la formulation et la mise en vigueur des plans de la communauté. Il s'agit là d'une première responsabilité de toute commission d'urbanisme qui comprend réellement comment la planification devrait être entreprise dans une démocratie. Je me rends compte, il va sans dire, que personne ne peut s'attendre d'intéresser tout le public tout le temps, ou même une partie du temps, dans les questions d'urbanisme. Monsieur Earl Levin dans le même article dont je vous ai cité un extrait plus tôt, a dit ce que tous nous savons être vrai: "... le public en général est toujours pour la plus grande partie indifférent aux théories générales d'urbanisme et aux propositions à longue échéance pour le développement de la communauté. Mais je ne crois pas qu'il soit nécessaire ou même possible d'intéresser tout le public en général à ces questions ..." Je suis parfaitement d'accord avec ce commentaire. Néanmoins, il est possible de faire beaucoup plus que ce qui est fait présentement pour intéresser les dirigeants de nos communautés aux grands problèmes d'urbanisme que doivent envisager les commissions d'urbanisme aujourd'hui. L'ACU peut, et devrait, avoir de plus en plus d'influence dans ce domaine. La disposition de la loi d'Ontario sur l'urbanisme voulant que "chaque commission d'urbanisme tienne des réunions publiques et publie des renseignements aux fins d'obtenir la participation et la collaboration des citoyens du secteur en planification" ne devrait réellement pas être nécessaire du tout. Chaque commission de planification partout devrait clairement comprendre

standing of the need to perform the general public relations function of which I have been speaking. It sponsored public meetings throughout Halifax County for the purpose of presenting to the public the proposals for its new master plan and invited public discussion and comment. Let us have more, far more, of this sort of thing.

\* \* \*

In conclusion, I would like to think that I have at least covered once again—this time for 1965—the ABC's of planning as it should be understood by Planning Board members. I think I may have covered in my six points what could be regarded as the first five letters of the planner's alphabet:

- A—Standing for *Assistance*; that is, for the more and more obvious need for highly-paid, technical assistance for all Planning Boards.
- B—Standing for *Basic*; that is, for the basic or fundamental requirement of all sound planning—that there be a Plan. It is so obvious that this is the basis of all planning, yet Master Plans seem to be so hard to explain, so difficult to obtain—for any community.
- C—Standing for *Control*; that is, for the need to control the growth of our communities through much more sophisticated subdivision controls or regulations than we have been accustomed to in past years.
- D—Standing for *Development*; that is, for the need to re-examine our existing zoning by-laws and ask ourselves if we may not be expecting too much of them as a modern method of implementing the objectives of the Development Plan; maybe we now need to investigate the desirability of employing in addition to zoning by-laws, or in substitution for them, some more effective means of implementing our expressed desires for good community growth. e.g. Development Control.
- E—Standing for *Effective*; that is, the full appreciation that Planning can never be really effective in a democracy without the full support of both the leaders of the public and the private developers upon whom we depend so much for the future shape and appearance of our cities, towns and outlying regions. I think that Planning Boards have a great opportunity, if they will only seize it, to bring the public into the planning programme and thus make the whole process, so necessary to urban life, really effective.

que c'est là une de ses plus importantes fonctions. Ce ne sont pas seulement les membres du public en général que les commissions de planification devraient chercher à intéresser activement; la commission devrait également être assez astucieuse pour s'assurer l'appui de tous les entrepreneurs locaux en développement afin qu'eux aussi voient pour eux-mêmes le bénéfice même d'un développement de conception saine.

En conclusion, j'aimerais penser que j'ai au moins revu une fois de plus — cette fois pour 1965 — l'ABC de la planification comme elle devrait être comprise par les membres des commissions d'urbanisme. Je crois que je pourrais avoir élaboré en mes six points, ce qui pourrait être considéré comme les cinq premières lettres de l'alphabet de l'urbaniste:

- A—Pour Aide; pour le besoin de plus en plus évident d'aide technique bien payée pour toutes les commissions d'urbanisme.
- B—Pour Base; c'est-à-dire en ce qui concerne l'exigence de base fondamentale de toute planification saine — c'est-à-dire qu'il y ait un plan. Il est tellement évident que c'est là le fondement de toute planification et malgré tout, des plans directeurs semblent être difficiles à expliquer, tellement difficiles à obtenir pour toute communauté.
- C—Pour Contrôle; c'est-à-dire pour le besoin de régir la croissance de nos communautés par le recours à des règlements de contrôle de subdivisions plus sophistiquées que ce à quoi nous avons été habitués au cours des dernières années.
- D—Pour Développement; c'est-à-dire pour le besoin d'examiner de nouveau nos règlements existants de zoning et de nous demander si nous ne pouvons pas nous attendre à trop de ces règlements comme une méthode moderne de mettre en oeuvre les objectifs d'un plan de développement; il serait peut-être maintenant opportun d'étudier la désirabilité d'employer en plus des règlements de zoning ou en remplacement de ceux-ci, quelques autres moyens efficaces de mettre en vigueur nos désirs exprimés pour une bonne croissance. e.g. Régie de développement.
- E—Pour Efficace; c'est-à-dire, la pleine réalisation que l'urbanisme ne peut jamais être réellement efficace dans une démocratie sans l'appui total tant des dirigeants, du public, que des entrepreneurs en développement sur qui nous comptons tellement pour la forme et l'apparence. Je crois que les commissions d'urbanisme ont l'occasion belle, si seulement elles s'en prévalent, d'amener le public au procédé de planification et de rendre ainsi tout le procédé si nécessaire à la vie urbaine, réellement efficace.

# GROWING BATTLE OVER SHIFTS IN LAND-USE ZONING

*Frank Oxley*

What can a homeowner do when he objects to someone proposing to build a large structure adjoining his home? A ruling just brought down by the Ontario Municipal Board suggests he can do a great deal.

A Hamilton developer wanted to put up a four-story apartment house in Dundas, fronting on Cooper Rd., a street of single-family residences. Dundas town council, anxious to see this in-town area redeveloped, passed the necessary rezoning by-law. Only two homeowners on Cooper Rd., objected, and only one of them voiced his objections at an Ontario Municipal Board (OMB) hearing.

But the arguments on his side were enough for the OMB to reject the town's rezoning by-law, and thus to block the apartment project. The board found that the type of apartment development proposed was "an intrusion" into the single-family area.

Canada is developing rapidly and planning experts agree that nobody can foresee events clearly enough to be able to draw up a permanent zoning scheme for any particular area. Change is inevitable.

Many companies naturally want zoning changes as part of their continually changing expansion needs. This is part of the normal pattern of Canada's growth, population increase and switches in dense consumer areas caused by industrial, commercial and residential development.

And pressures for rezoning are growing steadily stronger, from many sources: property developers, oil companies, supermarket chains, utility and transportation companies.

It isn't often that one home-owner's objections can block a project which has his local council strongly behind it. But homeowners do have greater power to fight land use changes—greater power to protect the value, comfort or privacy of their property—than many of them realize.

The value of your property can be affected in several ways by changes in land use around it. Here are some of them:

- Rezoning of the area of which your property forms a part.
  - Rezoning of an area contiguous to your property.
  - Rezoning of land near enough to your property to influence its value.
- If they oppose rezoning, homeowners have several ways of influencing the municipality's decision:
- Submitting written objections to the proposals.
  - Objecting in person.
  - Working through a local ratepayers' association.

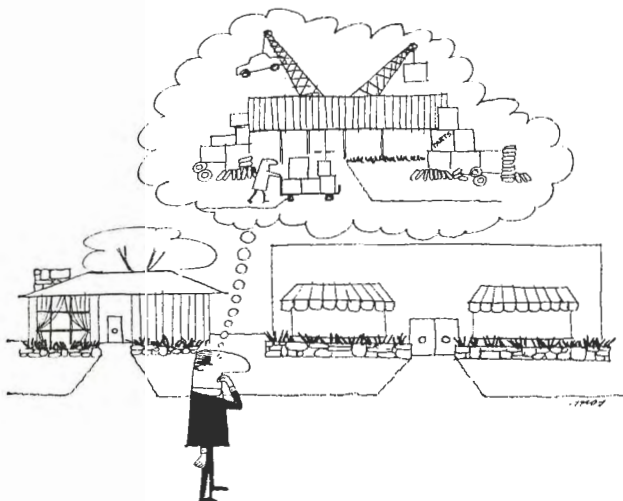
All ten provinces have appropriate agencies (sometimes part of the provincial government, sometimes appointed) where citizens may seek redress or at least a forum for their views when zoning changes are proposed.

In Ontario the OMB performs this function. It is highly vulnerable to criticism because it enjoys arbitrary powers and often it says "No!"

"The people who best understand the problems of a particular community are the people who live there", OMB Chairman J. A. Kennedy, QC, says.

"I am in favor of as much decentralization as possible. It is monstrous, in my view, to contemplate a situation where the fate of some municipality's development plans may depend on whether I think we have succeeded.

"But however much decentralization may be desirable, there is a limit to the powers available to a municipal council, and that limit is where the best interests



of present and future ratepayers are no longer being served.

"This board has the duty of acting as a kind of umpire—listening to all sides—and selecting a course of action which it believes is best for the community as a whole."

Kennedy told (the FINANCIAL POST) that very often a taxpayer with something to say has nowhere to say it—with any real effect—except before the OMB.

"This question of rezoning is a tough one. The pressures have always been there, from big companies, from tax-hungry local councils, and from optimistic owners of undeveloped property, but the pressures have been growing much stronger lately.

"We have to face a lot of criticism when we deny a rezoning application—'impending progress!' is a favorite cry. But bad progress isn't progress at all, it's retrogressive."

Here are three examples of rezoning proposals:

1—A land developer built a properly serviced residential subdivision and retained a large rectangle of land for future development. After six years passed he applied for a zoning change to allow high-rise apartments on the vacant land. Council approved the application.

The OMB, puzzled by the apparent lack of objections from homeowners, investigated and discovered that promises had been made to construct a public amenity big enough to service not only the future apartment dwellers but the homeowners' families as well.

The OMB said: "No!"

2—This case had similar beginnings to Case No. 1 except the developer secured agreement from each home buyer that he would not object to any future rezoning of the undeveloped land for high-rise apartments. Seven years passed.

When the request for a zoning change came up, the local council endorsed it and sent it to the OMB whose members soon discovered there were violent objections from many homeowners—who were not the original purchasers. In some cases, houses had changed hands three or more times.

"We know of no agreement," these owners said. "We bought our homes in good faith and we understood that we had clear titles without encumbrances of any kind."

It was a tough problem to solve but the OMB said: "No!" Rezoning was denied.

3—A big manufacturing company built a parts depot in a developing urban area. Zoning was G1, permitting



industrial facilities within a building, to be suitably landscaped so as to conceal its true use.

Private citizens bought lots adjacent to the depot and built homes in the \$25,000-\$35,000 range. Some years later, the company decided to concentrate all its Ontario parts facilities in the depot but found it would need all the space it owned—inside and outside the building proper. An application for rezoning was endorsed by the local council because taxable assessment would have risen appreciably.

The OMB heard the proposals, listened to homeowners' objections and denied the application.

Not all homeowners object to rezoning because property values would decline. A professional man put it this way to (the FINANCIAL POST):

"If I learned of a proposal to rezone an area behind my house to erect a bus terminal for an express service to and from downtown, I would protest strongly. I suppose such a facility would hike the value of my home by several thousand dollars—but I would rather have the view and forget the money."

Lorne Cumming, QC, Ontario's deputy Minister of Municipal Affairs, has some encouraging words for some people who apply for rezoning:

"One has to preserve a sense of balance," he said. "Why, if we were to believe all that the private homeowners tell us, there simply isn't anywhere in the whole

of Metro Toronto where highrise apartments would look nice."

Kennedy agrees. "It is easy to be sympathetic toward homeowners when the other party happens to be the lawyer for a massive corporation," he says. "The real question is a combination of things: What's best for the community? Is there a genuine breach of faith involved? If we deny a rezoning application because a little old lady brings tears to our eyes, are we throttling genuinely sound and sensible progress? Are we being fair to the owners of undeveloped land when we condemn it to stand idle?"

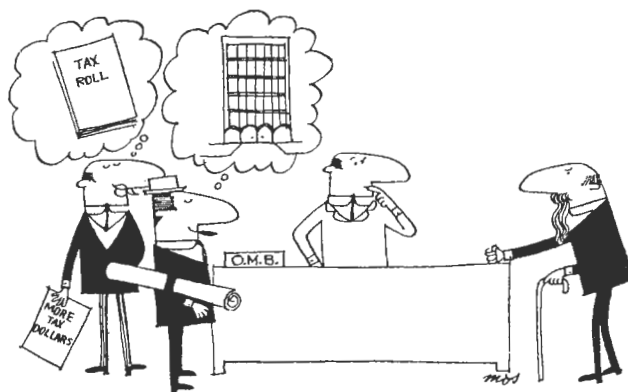
"Where does true equity lie? Has a man a divine right to expect when he buys a house that the surround-

ing area for thousands of years will remain forever the same? If a man risks his capital because he has a perceptive eye and sees a chance of attractive development, should he be discouraged when what he wants to do is good for the community and its future?"

Kennedy has this last word for people who want to fight:

"If there is an active, properly run ratepayers' association in your area with intelligent, realistic businessmen heading it—join it," he says. "If not, then talk to some sensible neighbours and form one. It is still the best way I know of getting your views before the authorities with maximum impact."

(Reprinted from THE FINANCIAL POST, Oct. 17, 1964)



## JOINT PLANNING CONFERENCE

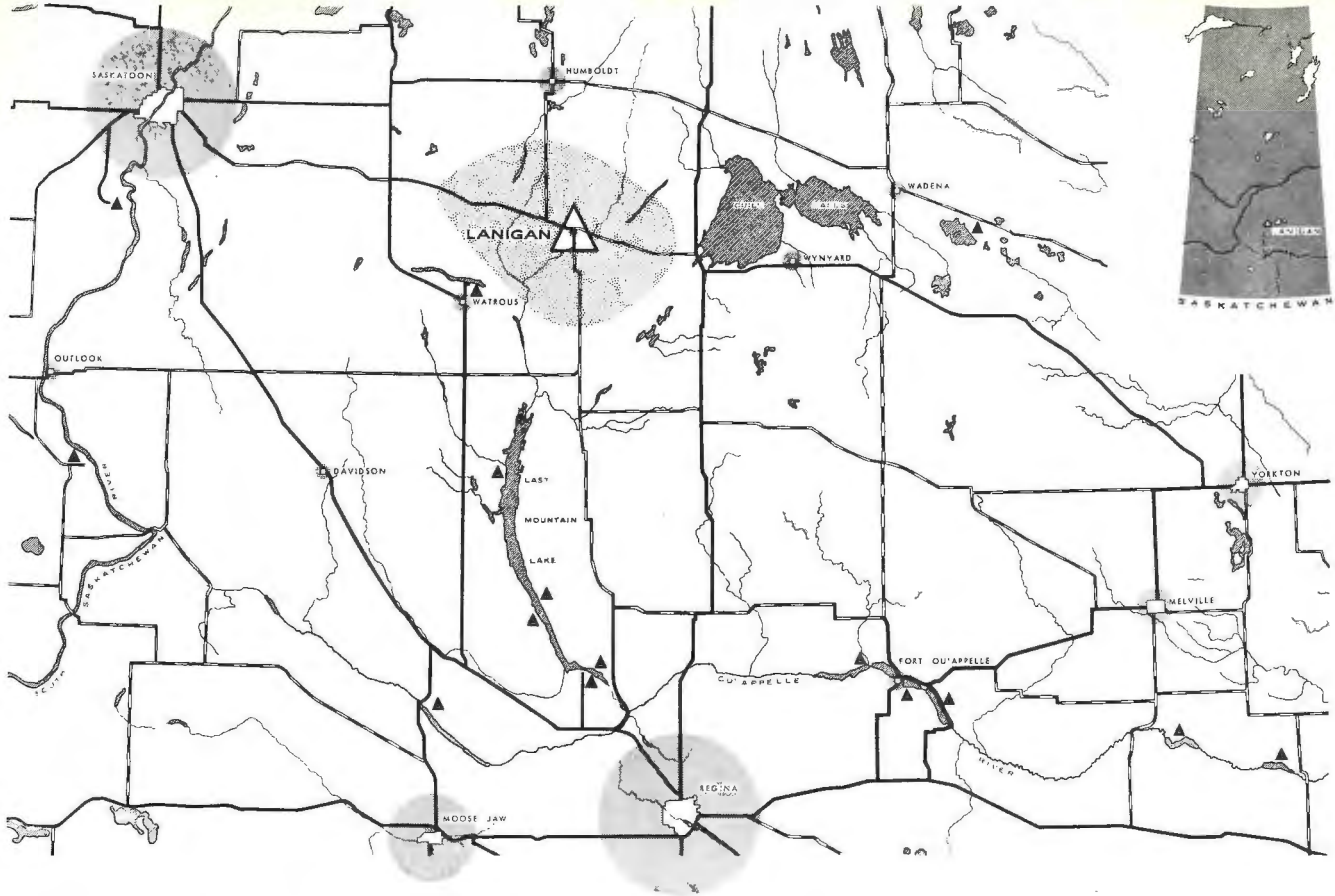
Between April 25th and 29th, 1965, the American Society of Planning Officials and the Community Planning Association of Canada will hold a Joint Planning Conference at the Royal York Hotel in Toronto.

"ASPO" is a U.S. organization composed mainly of municipal planning board members and other elected and appointed officials concerned with community and regional planning. Its membership, which is drawn from Canada and other countries as well as the entire United States, also includes developers, professional planners and interested laymen. Its conferences are attended by many laymen connected with the development of cities, as well as planners.

"CPAC" is a Canadian association, primarily of and for citizens concerned with sound planning and community development, and likewise including many municipal councillors, planning board members and professional planners.

Normally each of these organizations holds its own annual conference, but in 1955 they held a Joint Planning Conference in Montreal and next year, ten years later, they are to join forces again in Toronto. The total attendance is expected to be over two thousand, approximately two-thirds from the U.S. and most of the rest from Canada, with a few registrants from other countries. Probably most of those attending will be members of municipal councils and planning boards, but many will be planners and interested laymen.

The program will include speeches and panels on current planning issues, together with sessions at a more elementary level, discussions and "workshops". A number of distinguished speakers from the U.S. and Canada are expected. Preliminary programmes will be distributed to the CPAC mailing list around the end of January.



## LANIGAN - a new town for Saskatchewan

**Earl A. Levin**

*Director, Community Planning Branch  
Saskatchewan Department of Municipal Affairs*

Lanigan is a small rural service-centre situated at the intersection of Saskatchewan Highways 14 and 20, about 70 miles east of Saskatoon and 30 miles south of Humboldt. In 1961, according to the Dominion census, the town had a population of 516. Lanigan was incorporated as a village in 1907 and achieved town status in 1908. Although its population declined steadily between 1911 and 1941, falling from 392 to 359, a reverse trend established itself early in the 1940's and during the next ten years the population climbed back up again to just over what it had been in 1911, reaching a figure of 410 in 1951. Between 1951 and 1961 the town experienced a steady if unspectacular growth.

In 1956 Alwinsal Potash of Canada Limited was incorporated as a Canadian company with parent companies in Europe. The company received an exploration permit from the Saskatchewan government in 1958 and began an extensive exploration in the Watrous-Humboldt area. Thirty-seven exploration wells were drilled

including three shaft pilot holes, in an area covering 200,000 acres, and in June of 1963, the company formally announced its intention to develop a potash mine some seven miles west of the Town of Lanigan. The first drilling for the mine shaft was started in the Fall of 1964.

When a major industry locates in or near a small rural Saskatchewan community it must inevitably produce severe strains of adjustment in that community and throughout the surrounding countryside. The decision by Alwinsal Potash of Canada Limited to develop a potash mine in the vicinity of Lanigan will have such an impact on the town and its surrounding trade area. Lanigan with its population of just over 500 is not small compared with some of the villages and hamlets in Saskatchewan's rural areas, but in the scale of the larger towns and cities it is a small community; and the magnitude of the potential impact of the industry on the town becomes even more appreciable when one realizes

that the size of the labour force which will be employed by the company will number around 1,000, and will be twice as big as the present size of the town itself.

Experience elsewhere has shown that unless some attempt is made to give coherence and direction to the urban growth stimulated by the industry, that growth can result in shack-towns and trailer-towns; in costly duplication of schools and other services; in the deterioration of rural roads under a chaotic vehicle traffic pattern; in the wildly speculative inflation of land values; in the random and piecemeal subdivision of land resulting in the disruption of the farm pattern and the construction of isolated pockets of housing which are badly located and difficult to service; and in other problems of physical development and municipal administration which place an enormous burden not only on the local authorities and the local population, but on the incoming industry and the Provincial Government as well.

In order to reduce these problems to a minimum and allow the town and its surrounding area to accommodate the changes with the least possible upheaval, a comprehensive plan of development is necessary. Such a plan would indicate the ultimate population which may be expected, and would provide for the programmed and orderly absorption of these people into the community through the planned development of housing, schools, municipal services, recreation facilities, shopping centres, and all the other elements which go into the making of a vital urban centre.

The Community Planning Branch of the Department of Municipal Affairs of Saskatchewan has prepared a development plan for Lanigan at the request of the Mayor and Council. Before describing the specific proposals of the plan however, it is important to give some indication of the general significance of the Lanigan plan for industrial development in the Province as a whole.

The plan for Lanigan represents one of the rare occasions when *the establishment of an industry and the corresponding physical growth of the community may proceed as part of a single developmental process*. In the sphere of industrial promotion or economic planning, consideration is seldom given to the implications for community location and growth resulting from industrial activity. The usual view is that if the jobs are created nothing else really matters; everything else will look after itself.

Such a view is quite mistaken. The development of industry stimulates urbanization, and the problems arising out of urbanization can be extremely serious, not only for the urban community itself, but also for the

industry. In recent years, we in Saskatchewan have seen how the sudden advent of a large industrial labour force can disrupt a small community, and how such a basic requirement as urban services for its labour force can put a heavy financial burden on an industry.

The fact is that industrial development and urban development are inseparable from each other, and they cannot be dealt with in isolation from each other. Economic planning and industrial promotion cannot be deemed successful if they result in chaotic urban growth, uneconomic public services and inordinate municipal financial burdens. Indeed, if one speaks of a plan in the proper sense of that word, one cannot speak of an economic or industrial development plan separately from a physical plan. One can perhaps identify an economic or industrial component and a physical component of a single development plan, but the two components are so closely related that they cannot be treated as separate elements.


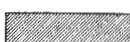
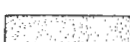



The fundamental concern in any plan of development is the dynamics of location, whether it be the location of industry or other types of uses in the land use pattern, or the location of capital works, or the location where development capital is invested, or the location of the population in its various communities; these and the changing relationships between them are the physical aspect of the economic plan and the two must be dealt with as a single reality.

Saskatchewan is entering an era of industrial growth and diversification of its economic base. The potash industry will undoubtedly develop mines in a number of locations in the Province; and it is to be expected that other types of industrial development will follow. We have here an opportunity to develop a policy and

#### A DEVELOPMENT PLAN FOR LANIGAN

Prepared by the Community Planning Branch, Saskatchewan Department of Municipal Affairs — March 1964.

#### LEGEND

	Single Family Residence
	Multiple Family Residence
	Parks & Open Space
	Institutional
	Commercial
	Industrial

400 0 400 800  
SCALE IN FEET



SPORTS  
BOUNDS

TRAILER  
COURT

CENTRAL  
BUSINESS  
DISTRICT

STATION

## STAGE 1

Population — 1500

Area — 235 acres

Single Family Units — 270

Apartment Units — 160

SPORTS  
BOUNDS

TRAILER  
COURT

CENTRAL  
BUSINESS  
DISTRICT

STATION

HOSPITAL

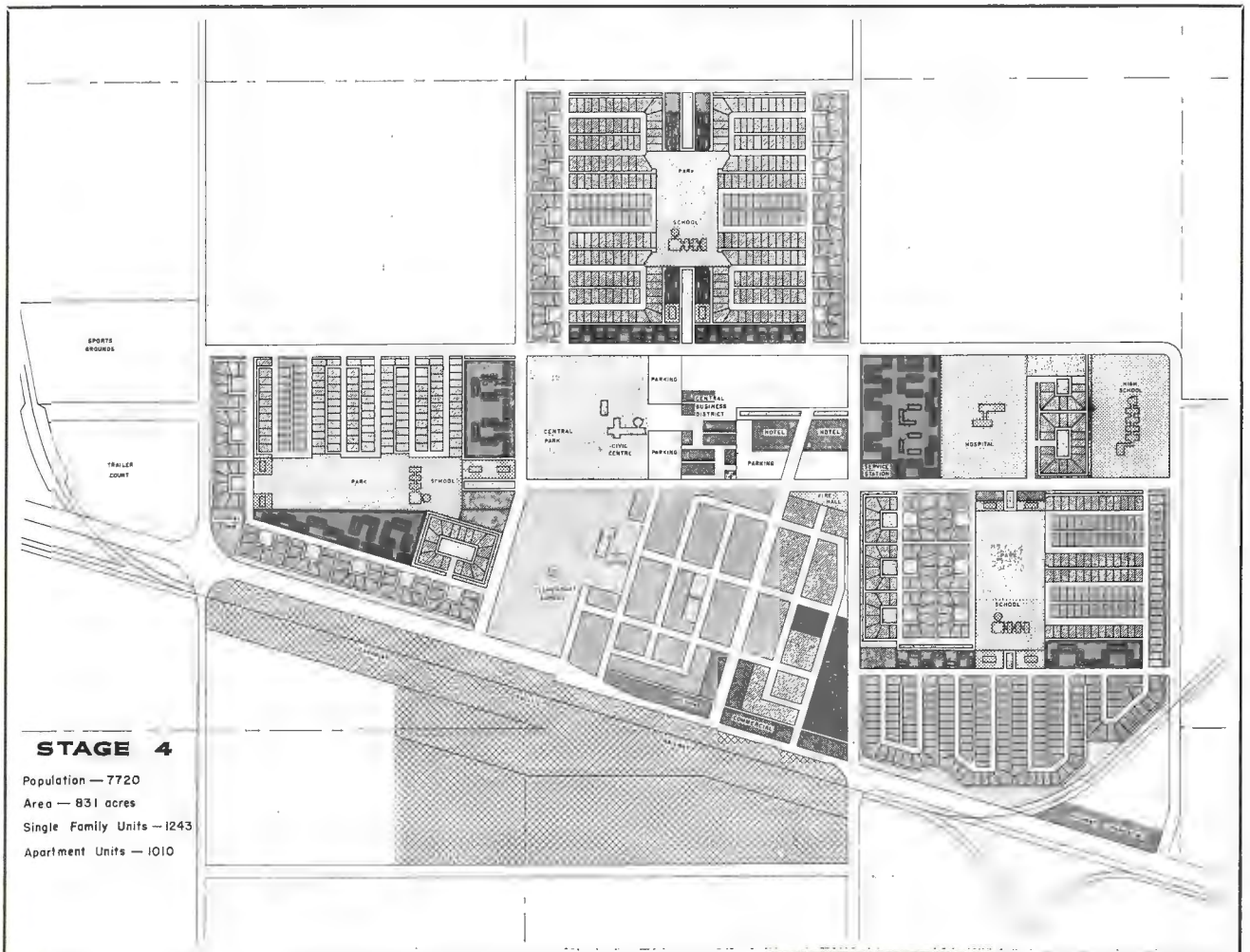
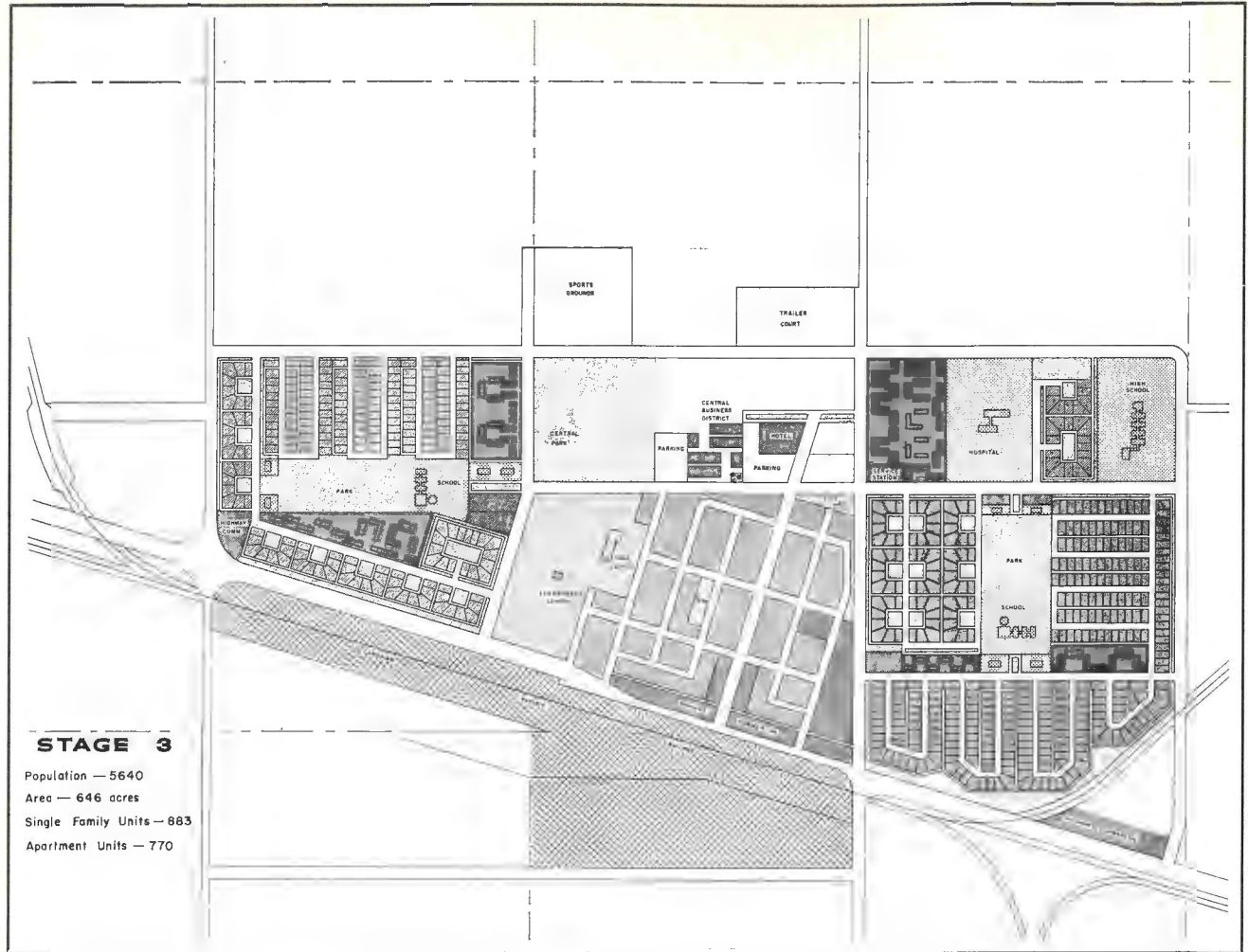
## STAGE 2

Population — 3230

Area — 395 acres

Single Family Units — 640

Apartment Units — 270





a technique for dealing with industrial-urban growth which is unsurpassed in Canada.

Most Canadian resource-based new towns have been developed in isolated areas. Because of this it has not been possible to integrate them into the normal life of the Provincial community. They have required special Acts, special charters, special financing, special administrative arrangements. In most cases all of these special arrangements have been unique and have not been applied again in other communities. The development of potash mining in Saskatchewan, however, will take place not in isolated areas but in the midst of the populated portion of the Province. It is this unusual circumstance which provides a rare opportunity for creative political action in the field of urban-industrial development.

### General Provisions of the Plan

Any plan for a community must be based on estimates of the anticipated population. The plan for Lanigan is based on the expectation that the population of the Town will grow to about 5,000 as a result of the establishment of the Alwinsal company's mining operation.

Other potash mining companies are also exploring in the general area of Lanigan. One of these in particular—Kerr-McGee—has found very promising deposits to the north and east of the town. Officials of the company have indicated that if they go into production they would like their headquarters and their labour force to be based in Lanigan. If Kerr-McGee go into full scale production, they would ultimately employ a labour force equal to Alwinsal's which would mean that Lanigan could reach a population of about 10,000.

The plan for the development of the town has been organized on the basis of these two major assumptions: the first being that only Alwinsal will go into production, resulting in a town of about 5-6,000 people; the second being that both Alwinsal and Kerr-McGee will go into production resulting in a town of about 10-11,000 people. Each of these major population-based concepts consists of three stages of development. The first three stages of the plan provide for populations of about 1,500, 3,200 and 5,600 respectively, and the final three stages of the plan provide for populations of 7,700, 8,300, and 11,000 respectively.

These various stages in the development of Lanigan are illustrated here. It must be emphasized that only stages 1 to 3 can be expected to develop as the result of the operations of the Alwinsal company. Stages 4, 5 and 6 are merely conjectural, and will be realized only if a total basic labour force of about 2,000 people are em-

ployed in the Lanigan area, and 90% of them live in the town itself. Such a condition could be met if the Kerr-McGee company goes into production on the same scale as the Alwinsal company, but at the present time the possibility of this occurring is merely speculative and cannot be assessed with any degree of certainty.

The general concept of the town in its final form is that it will consist of six residential neighbourhoods and a central business, recreational, and administrative core. A peripheral ring road will surround the town on its outer boundary, and an inner ring road will surround the central core. The two rings will be connected with thoroughways at strategic locations so that movement into and away from the center will be rapid and efficient, and Highway 14, relocated, will form the southern portion of the outer ring road. The basic form of this concept is illustrated on page 19.

Each of the six residential neighborhoods corresponds to one of the stages of the development plan. The neighborhoods will contain between 1,500 and 2,000 people. They will each have a variety of house types, local shopping facilities, institutions, a centrally located neighborhood park and an elementary school of at least 12 classrooms. The combined school and park sites will be about 10 or 12 acres in size. It is hoped that there will be no physical distinction between the park and school sites and that the entire area will be designed and developed as a single coherent scheme.

The residential road system in each neighborhood has been so designed that the elementary school and neighborhood park, as well as the local shops and institutions may be reached by the residents of the neighborhood without having to cross a major street.

The major roads surrounding each neighborhood, and marking its boundaries, will be the thoroughways which will provide access between the outer and inner rings of the town. These thoroughways will not have any frontage on their entire length. Where the flankage or rear of development abuts the right-of-way, it will be set back and screened from the thoroughway by a landscaped buffer strip. The width of the right-of-way will be 100 feet. Each right-of-way will have a landscaped median and verges developed with an earth berm. The berm will be treated as earth sculpture and will be appropriately planted and landscaped so that the entire length of the thoroughway will have the effect of a passage through a garden. Cross intersections will be kept at a minimum.

In addition to the neighborhood parks it is proposed that a central park be provided of about 23 acres. This area will be developed as an ornamental park for passive



*Basic structure of the new town. Heavy lines indicate major road system. Area required for 10,000 people contained within peripheral ring road; neighbourhoods bounded by major roads; central business district contained within inner ring.*

recreation. In it will be located the administrative and cultural centre of the town. The facilities in this centre will comprise such things as the town offices, a hall or auditorium, the regional library, offices of other government agencies, perhaps a small art gallery, and similar facilities of a cultural or administrative nature. The centre will open onto a town square or landscaped central public space, which in turn will give access directly into the central business district, so that the movement of people from the shopping centre to the cultural centre will be direct and convenient.

The development plan proposes the relocation of the main business district from its present off-centre situation to a new location which will be central to the whole of the anticipated future community. The new site for the business district is shown on the drawing of the development plan.

From these drawings it may be seen that the central business district is expected to grow in stages, each new stage providing facilities to meet the demand of each new stage in the growth of the population. In this way the total investment capital for the shopping centre need not be found immediately, but can be provided as the need arises.

It is hoped that the new central business district can be housed entirely under one roof, in much the same way as the more advanced suburban shopping centres now are. No cars would be allowed into this shopping centre, but adequate parking space would be provided immediately on its periphery, so that shop-

pers would have convenient access from their cars to the shops, but the shops themselves would constitute a pedestrian precinct. Shops would face onto malls and courts which would be attractively landscaped, perhaps even with sculpture and fountains. Provision would be made so that the malls and courts could be opened to the sky during the summer, but enclosed during the winter, so that the shopper could move in the comfort of a controlled environment.

The arrival of the potash industry in Lanigan provides an opportunity for creative achievement which is rarely offered to any community. There is here the prospect of building a whole new town which is beautiful and efficient and which satisfies the environmental needs of its people in a measure seldom achieved anywhere. Whether or not this prospect is realized will depend largely upon whether the advent of industry and the rapid urbanization which it stimulates are regarded as an exciting opportunity for creative action, or merely as another routine and burdensome problem in municipal finance and social adjustment. To realize the full promise of this opportunity will require sustained faith, strenuous effort, and the fullest co-operation between the town, the industry, the various government agencies at provincial and federal levels, and all the individuals who will be involved in building this new community on the Saskatchewan prairie. Given these elements, Lanigan could well emerge as an outstanding example of what excellence can be achieved in the creation of our urban environment.

# 1964 NATIONAL PLANNING CONFERENCE

*Three of the major addresses delivered at the 1964 Conference in London are reproduced below.  
Copies of some of the other addresses are available from the National Office of CPAC.*

## PLANNING IS EVERYBODY'S BUSINESS

**Arnold Edinborough**

*Editor "Saturday Night"*

Canada is a very big country. It is 4,000 miles from east to west and 3,000 miles from north to south. In that enormous expanse of territory there are majestic mountains, impressive rolling flat lands, the carefully cultivated farms of long-settled Quebec and Ontario, and the friendly valleys of the Maritimes.

But what impresses any traveller in the air age is the emptiness of Canada. Get up to 12,000 feet in a Viscount out of Montreal, and beneath you will be wood and lake and rock for most of the journey to Toronto. Get in a jet on a clear day over 30,000 feet, and as far as the eye can see between Fort William and Winnipeg there is nothing but snow and ice and isolated logging or fishing communities. Cross the Rockies by night and occasionally you will see a tiny cluster of lights twinkling in a valley, but around them and above them is the vastness, the loneliness, the emptiness that is much of Canada.

In such a land we have one-sixth of a square mile for every man, woman and child. But if we were to take every man, woman and child and put them each in the middle of their own plot, some of them would have some pretty unproductive footing.

What we have in Canada, in fact, is an enormous country with a relatively small population, which is strung out along the coastline east and west, and the shores of the great rivers and lakes.

To be fanciful, one could say that the people of Canada lie along the coastlines and borders like an elegant, somewhat narrow necklace on the broad bosom of this continent.

Looked at from an aeroplane, Canada is awe-inspiring and spectacular. Looked at from a car or a train, it is much less so. Indeed, in my more gloomy moments, I often feel that the hymn-writer had Canada specifically in mind when he said: "*Where every prospect pleases and only man is vile.*"

Because the necklace is not a very polished and elegant thing, really. In fact, the narrow fringe of towns and cities and conurbations in which most of our people live is awful. Our Canadian towns are ugly almost to a point beyond belief; our villages are often surrounded by auto-wreckers' slums; and our metropolitan areas, like the curate's egg, are good in parts but rotten on the whole.

The reason for the ugliness of our towns is historical. They were built for convenience in places in this land

where there were sufficient resources to support immigrants looking for a new deal. They were built as cheaply as possible in the 19th century, in those places where large companies found new deposits of raw materials with which to feed the galloping consumption of the North American industrial revolution. They were built in some instances, like Ottawa, out of political necessity, so that the houses of parliament rose in splendour opposite a pulp mill surrounded by its logs.

The builders of the 19th century were good, solid workmen, though, and the creations of their hands have remained with us almost untouched in their pristine ugliness. Indeed, so hideous are such things as the Parliament Buildings in Toronto that they are now surrounded with a sort of grudging affection.

The 20th century, and indeed the post-war era, has not done very much to change this ugliness. Heaven knows that there are stretches of Hastings and Pender Streets in Vancouver which are unbelievably run down and scabrous. But there are lines of small and mean-looking new houses along streets in North Vancouver and the other side of the mountain in Montreal which are every bit as depressing to the human spirit.

The 19th century put coal heaps on beautiful lakeshore property, clogged the approaches to acres of beach with railway lines, and deposited from poorly engineered ships' boilers and railroad smoke-stacks tons of grime on pleasant downtown areas.

In the 20th century we have filled our rivers with chemical and human waste, we have festooned every noble vista with hydro and telephone cables, and we have cut through desirable residential areas with six, eight and even ten-lane highways every bit as ugly, every bit as smelly, and every bit as unplanned as the railroads of the 19th century.

Unless we want to go on living in ugly, depressing or purely functional surroundings, we have to do something about it.

It would be easy if we didn't have what we now have and could make a fresh start. And when I walk along North Main Street in Winnipeg or some of the meaner streets of Halifax, I often wish that we could take the point of view taken by the Devonshire farmer who was asked by an American truck driver during the war how to get to Tavistock.

The farmer, leaning on his gate at the crossroads, scratched his head, thought for a minute, spat, and then said: "Well, if I was going to Tavistock, I wouldn't start from here."

Well, ladies and gentlemen, we *have* to start from here. At least let us pray that there never will come a time when we don't have to start from here. The kind of slum clearance that went on in Germany, England, France and Italy between 1939 and 1945 is too savage a solution.

But we *do* have to start.

Why? The answer to that is contained in the population statistics over the past twenty years. Before the war Canada was a mainly rural country. A lot of people lived on farms, a lot of people lived in small rural communities, and even the big towns had quite recognisable small towns outside them. But in the last twenty years people have moved in to the cities from the country, so that those few flickers of light one used to be able to see on the prairies at a distance—even those few—have been dowsed.

Only 12 people out of 100 in Canada now live in what one might call with justification, the country. Seventy-two out of 100 live in cities, towns or the fringes of these metropolitan or municipal areas. Though there are still only six Canadians per square mile, in Montreal there are 25,000 in every square mile, and this is a twenty-five per cent increase since 1951. In Toronto there are 19,000 per square mile, and in Winnipeg, where there is nothing much to stop you building anywhere between East Kildonan and the North Pole, the density has gone up from 9,400 per square mile in 1951 to 10,803 in 1961.

And in Ottawa—that sub-arctic lumber village which was by Royal proclamation made a national capital—the density per square mile has increased by more than 34% in the last 10 years.

When people start clustering together like this, they are looking for more than just a lucrative place to work by day and a warm place to sleep by night. They are surely looking for the kind of exciting, full, well-planned life that 20th century technology can assure for almost the total population.

So what should they expect in a city?

I suggest, first, they should expect a planned community in which all the beds are not on the fringes and the factories in the centre. Yet that is basically what we have. This means that we have a lot of unattended children or bored wives in the suburbs, and a lot of high-pressure, over-spending, expense-account husbands in the city. We have expensive automobiles travelling up to 40 miles a day, all of it between the hours of eight and nine in the morning and five and six in the evening. Where there were once houses next door to offices, there are now parking lots with empty cars in them, while the houses have been moved out to the country.

In some attempt to beat this choking funnel of automobiles, there has been a significant development in our metropolitan centres recently of high-rise apartments which have exactly similar suites piled one on top of the



*The author, giving the keynote address at the 1964 National Planning Conference.*

*Photo: Victor Aziz*

other, with garages below them and parking spaces around them. No grass, no flowers, no space and no character.

Planning would see that there was a spread of industry and offices so that these soul-destroying, time-consuming journeys between home and work were partially eliminated at least. Such elimination would also cut off hundreds of thousands of dollars' worth of road widening with all its attendant difficulties in encroaching on people's property, decreasing property values, increasing the accident rate and adding to the cost of police protection and patrolling.

It would also mean that downtown schools, now half empty, would not have to be replaced by suburban schools bursting full. It might even mean that downtown parks would not become deserted while the asphalt acres of shopping-plaza parking lots become the nighttime drag strips for bored and rebellious youth.

For it is not just propinquity which is the purpose of planning. Some people will always want to live as far away from their work as is feasible, if only that they can be hermetically sealed away from the telephone and in contact with the radio for at least two hours every day.

But no . . . planning should be more concerned with the general facilities which go to make life worth living.

Let me say right at the start and without a blush that *beauty* is one such requirement. I once worked for a year in Cambridge. My room was on the first floor of a pleasant 17th century court and the library, where I went daily, necessitated my going through King's College in front of

that magnificent Tudor chapel, down through Clare College's 18th century elegance, and finally through the lushness of Clare's memorial gardens. I now know why Cambridge dons produce more solidly thought out and elegantly phrased books than any other single group of their kind. Amid such surroundings, who could help but concentrate on the eternal values of beauty and its Keatsian equivalent—*truth*.

Now I am well aware that Cambridge University is a pampered and anachronistic institution. But the principles are not anachronistic, and for the amount of money annually collected by our municipal authorities in taxes, we could certainly be more pampered than we are now.

Next to beauty, I would put *convenience*. I think planners should see to it that, when a new splurge of building takes place in a downtown (or for that matter, uptown) area, the traffic pattern—both pedestrian and vehicular—should be very carefully worked out. But convenience leading to business efficiency very often defeats convenience of the general public. For example, the Ontario Government is now building an enormous new block of offices cheek by jowl with its present office buildings. It is almost impossible *now* for traffic to make its way against the pedestrian tide which floods out of these buildings at five o'clock. What the result will be on the traffic pattern of Toronto generally, when twice this number are concentrated in the area, God alone knows. At least no planner, if he knows, seems to care.

After beauty and convenience, comes *space*. In a country of 3,851,809 square miles, surely we could find a few acres of green to relieve the concrete jungle of our downtown areas. We need desperately to keep the automobile out of the central shopping complex in most large cities, and to replace the parking lots with parks. To me it seems ironical that we can give an automobile enough space to sit in comfort all day when it is not working, but find it impossible to do the same for human beings. And I am not now talking of the enormous parks like Stanley Park in Vancouver or Macdonald Park in Kingston. These can become difficult to police, and in any case are usually organized for baseball, hockey and other such team games.

I am here pleading for little squares of green with a tree or two, several benches, maybe a fountain, and certainly a statue—I don't care who to, so long as it's there. Such little areas become a balm to the troubled spirit, a delight to the jaded eye, and marvellous focal points for municipal pride. If anyone wants to test this proposition, let him sit in Dominion Square in Montreal. That makes all the difference to Montreal's downtown, and to my mind, if one wants to know why Montreal has a centre and soul, neither of which belongs to Toronto, my answer is that Montreal has Dominion Square and Toronto has only the Toronto-Dominion Bank project.

After space, I would ask for *amenities*. I would like small shops where I could browse, not just huge department stores or shopping malls. I would like little cafes . . . not necessarily on the sidewalk; and I would like a place

where I could drink a beer without being so shut off from the outside world that I feel I'm either hiding from a nuclear bomb or living at the bottom of a well.

I would like overhead wires removed from every main street in the country, and I would like every main street to do what some small towns have already done—band the merchants together to give the main streets a face-lift. This particularly could be done now when most towns which have a main street in both name and function no longer have interprovincial trucks pounding through twenty-four hours a day.

Beauty, convenience, space and amenities. Are these things too much to ask on this earth at this time, when we have enough money on the continent to put a man on the moon and enough money in this country to pay 265 people \$18,000 a year to argue for most of that year whether we should have three maple leaves on a flag, or one, or none?

Is it too much to ask when we have the technology which can bring a 150-ton aircraft down through fog to make a perfect landing at 120 knots on a runway only 100 yards wide? Is this too much to ask when we have five university departments of town planning providing planners for three levels of government, which together spend something like twenty billion dollars a year between them?

The fact is, as I have said before—people who feel strongly enough about this must persuade others that, as well as the sheer satisfaction of living in a well-planned community, there is also money to be made out of it, and money to be saved by it.

But there is one other overriding factor. In the country it is quite easy to get on well with your neighbour. He lives maybe a mile away; so if his dog barks, it doesn't annoy you. If he washes his car, he doesn't block your driveway. And if he turns up his television full blast, he will only disturb the owls in the trees outside.

But in our increasing urban concentrations, we live literally on top of one another. A person on the second or successive floors of an apartment building is likely to have people not only on either side of him, separated merely by a wall, but on top and below him, as well as at the back. In other words, Apartment 208 is surrounded on five sides by other people in other apartments.

In the office he shares an elevator with dozens of other people and there will be people above, below and all round him there. He travels at rush hour, jammed tight with thousands of other people, and his sports are apt to be spectator sports with 30,000 other football or hockey fans.

If he tries to get away from it all at the week-ends he will be bumper-to-bumper for the first 40 miles outside the city, and will find that his peaceful retreat is now shattered hourly by 40 h.p. boats with indefatigable water-skiers behind them.

To my mind, this terrible pressure, this sardine-squeezing of our modern times, is responsible for a great many things, not the least of which is the fact that we have more people per thousand in mental hospitals than we have in general hospitals. There is no question in my mind that

the pressure of urban living in an ugly, inconvenient, crowded community—communities such as we have all across Canada—is the main cause of much of our mental illness.

If we are to continue in this country—and there is no reason to think we won't—to concentrate ourselves more in urban centres, to leave the farmland to great land-owning corporations, and to insist on being cheek by jowl with our neighbour, then we *must*, for the sanity of the nation, take drastic steps to plan those urban centres as well as we possibly can.

A well-planned community is a happy, healthy, prosperous and efficient community. People living in a planned community are likely to be well-adjusted, productive, community-minded and house-proud—people, in fact, who have carried on to an urban setting the solid pioneer values which have made Canada the kind of country it now is.

## NEW DIRECTIONS IN URBAN RENEWAL

**Hon. John R. Nicholson, PC, OBE, QC, MP**

*Postmaster General and Minister through whom  
CMHC reports to Parliament*

... My small contribution will take the form of a brief review of some of the recent amendments to the National Housing Act passed by Parliament in June, amendments that I had the honor of introducing in the House of Commons.

Amongst the most important of these amendments, in my view, are the changes relating to urban renewal. Their implications are so very far-reaching, but the success of their application will depend upon a vigorous concerted effort by all Canadians, with citizen groups like the Community Planning Association of Canada in the forefront. And because the legislation resembles a signpost showing us different paths, different ways in which to undertake the renovation of our cities I have entitled these remarks "New Directions in Urban Renewal".

The new legislation is based on observations made in many parts of Canada. It provides new thinking and, perhaps of greater significance, it encourages new techniques, which we hope and expect will stem the future decay of our cities.

This stemming of urban blight or decay is becoming a necessity—a vital necessity in many parts of Canada. The centers of many of our cities are unable to meet the increasing demands which they are called upon to perform.

As I have said, it is a big country, but size in itself is no measure of worth. As my mother used to say, "They don't make diamonds as big as bricks."

What I would like to see is all the people at this conference, and all the people that the delegates here can persuade, cajole or even coerce, become planning-conscious. This is an urban, industrial, technological age. If Canada is to emerge as a worthy competitor in it, planning is the only thing that can achieve that emergence.

We already plan in private industry; we already plan in public enterprise; but we must define our techniques, we must enlarge our vision and redefine generously our goals.

And then, instead of being a sprawling, big country, we will be a well-planned, thriving, great country.

I can love my country for being big, but I shall be fiercely proud of one that's great. Won't we all? And is that not why planning is everybody's business?

## NOUVELLE ORIENTATION DE LA RENOVATION URBAINE

... Ma petite contribution prendra la forme d'une courte revue de certaines des modifications apportées récemment à la Loi nationale sur l'habitation et adoptées par le Parlement au mois de juin dernier, modifications que j'ai eu l'honneur de soumettre à la Chambre des communes.

Parmi les plus importantes, à mon avis, il y a les modifications relatives à la rénovation urbaine. La portée de leur conséquence est très grande, mais le succès de leur mise en vigueur dépendra d'un effort vigoureux et concerté de la part de tous les Canadiens, ayant à leur tête des groupes de première ligne comme l'Association canadienne d'urbanisme. Et parce que la législation ressemble à un poteau indicateur qui montre différentes routes à suivre, différentes façons d'entreprendre la rénovation de nos villes, j'ai intitulé ces quelques observations "Nouvelle orientation de la rénovation urbaine".

La nouvelle législation est fondée sur des observations qui ont été faites dans plusieurs parties du Canada. Elle prévoit une nouvelle façon de penser et, ce qui importe sans doute davantage, elle encourage la mise en oeuvre de nouvelles techniques qui, nous l'espérons, contribueront sans doute à enrayer le délabrement futur de nos villes.

Ces mesures en vue d'enrayer la détérioration ou le délabrement deviennent de plus en plus une nécessité—une



*The Hon. John R. Nicholson, delivering this address at the luncheon given the 1964 Conference delegates by the City of London.*

Our buildings are becoming older, our younger families increasing in number.

Furthermore, we are not engaged in building new towns and cities as in the British sense, where a complete fresh start can be made. For the new Canadian cities, as Humphrey Carver has said, are in the suburbs. Our task is to mold and refashion the existing downtown areas of our cities to make them suitable places for ourselves as 20th Century Canadians and for our children as Canadians of the 21st Century.

Our objectives, therefore, must be the elimination of blight and the improvement and maintenance of our environment. These, ladies and gentlemen, are precisely the aims of our legislation.

Now let me deal for a few moments with blight and decay. I share with all of you a sense of sorrow and dismay, when I come across slum areas in our Canadian cities. Urbanism is supposed to be one of the most sophisticated arts of civilization and certainly the city today presents many varied scenes reflecting man's skill. Some of these are beautiful, some ugly, some busy, some idle; but to me the slum area is the abomination of the urban scene. Here, against a backdrop of overcrowding and dilapidation, we see human beings deprived of safe, decent and sanitary housing—deprived of the essentials of reasonable living conditions.

Hitherto, we have been able to think of only one answer to such conditions—elimination. And we have done this by smashing down everything we disliked—rather as a child smashes down a wall of toy bricks. This, in many instances, has been socially disruptive, needlessly expensive

nécessité d'une très grande importance dans plusieurs parties du Canada. Les centres d'un grand nombre de nos villes ne peuvent plus répondre aux exigences croissantes qu'on leur impose. Nos bâtiments prennent de l'âge et le nombre de nos jeunes familles ne cesse de s'accroître.

De plus, nous n'avons pas entrepris de construire de nouvelles villes comme on l'entend en Angleterre, où il est possible de tout commencer à neuf, car les nouvelles villes du Canada, comme l'a dit M. Humphrey Carver, se trouvent dans les banlieues. Notre tâche consiste donc à reformer et refaçonner les quartiers qui existent dans le centre de nos villes afin d'en faire des endroits convenables pour nous-mêmes, les Canadiens du 20e siècle et pour nos enfants qui seront les Canadiens du 21e siècle.

Nous devons donc avoir pour objectifs l'élimination de tout délabrement ainsi que l'amélioration et l'entretien de notre voisinage. Ce sont là précisément, mesdames et messieurs, les buts de notre législation.

Permettez-moi maintenant de vous parler pendant quelques instants de la détérioration et du délabrement. Je ressens comme vous un sentiment de tristesse et de consternation lorsqu'il m'est donné de voir certains quartiers de taudis dans nos villes canadiennes. L'urbanisme est censé être l'un des arts les plus raffinés de la civilisation, et sans aucun doute nos villes présentent actuellement un grand nombre de scènes diverses qui témoignent de l'habileté de l'homme. Certaines de ces scènes sont magnifiques, d'autres ne reflètent que de la laideur; certaines manifestent une activité très grande, d'autres sont mortes; mais à mon avis, les quartiers de taudis sont l'abomination de la scène urbaine. Dans ces quartiers en effet, dans des conditions de surpeuplement et de délabrement, nous voyons nos concitoyens privés de logements sûrs, convenables et salubres, autrement dit, privés des conditions essentielles et raisonnables de vie.

Jusqu'ici, nous n'avons pu penser qu'à une seule solution pour remédier à cet état de choses—l'élimination de ces logements. Et, nous avons entrepris en effet de démolir tout ce que nous n'aimions pas—à peu près comme un enfant qui jette par terre un mur de briques-jouets. Cette mesure a eu souvent des effets nocifs du point de vue social; elle a été inutilement coûteuse et peu profitable. Toutefois, aujourd'hui, du milieu de la poussière, des débris et du tumulte causés par l'élimination des taudis, des voix plus sages se sont fait entendre.

Nous commençons maintenant à entretenir une nouvelle conception du réaménagement. Lorsqu'il est absolument nécessaire de faire du déblaiement, nous ne devons évidemment pas hésiter à entreprendre des travaux de ce genre; car il est inutile d'essayer de sauver ce qui ne peut plus être réparé. Toutefois, le déblaiement occasionne des dépenses énormes d'argent et cela nous force aussi à penser à la restauration. Par exemple, le coût d'acquisition et de déblaiement du terrain au Canada, de nos jours, s'élève à plus de \$100,000 l'acre et dans certaines de nos grandes régions métropolitaines comme Montréal, ce coût dépasse \$300,000 l'acre.

and wasteful. But today, amidst the dust, debris and clangor of slum clearance, wiser voices are being heard.

Now we are beginning to have other ideas about re-development. Where clearance is absolutely necessary we must, of course, undertake such an operation; for it is useless to try and salvage something that is beyond repair. But clearance involves immense sums of money and this, in turn, compels us to think of rehabilitation as well. For example, the average cost of acquiring and clearing land in Canada today is more than \$100,000 per acre, and in some of our large metropolitan areas like Montreal it works out in excess of \$300,000 an acre.

In essence, rehabilitation means a return to a useful state after a gradual decline and decrease of efficiency. Popularly, rehabilitation is thought of as the repair of individual property. But I am thinking of it in a wider sense, as a program of repairs in the context of renovation of the whole environment. Not the fixing up of a single house, but a combination of public and private action applicable over a specified area.

This implies the provision of municipal facilities and repairs—the proper routing of traffic, the provision of trees, parks and playgrounds.

There is yet another way, however, of combating blight and decay, and that is to nip it in the bud—to stop it at its source and prevent it from spreading. This can best be done by conservation. Here, we think of a program of action by a municipality to prevent the deterioration of sound neighbourhoods, through the enforcement of municipal occupancy, maintenance and zoning by-laws.

Redevelopment, rehabilitation, conservation. I have talked about these for two reasons. First, because I want to let you know something of the background of our present thinking. Second, because the amendments to the National Housing Act really cannot be understood, unless there is full comprehension of the actions that these three words describe.

You will now appreciate that the legislation reflects a new trend in meeting the problems of urban renewal. I hope it will be the key, with which any province or municipality may open the door to opportunity, and find inside the generous facilities, which will help it come to grips with the problems of blight and decay. These facilities are in the form of grants and contributions for Urban Renewal Studies, Urban Renewal Schemes and Urban Renewal Projects.

The Urban Renewal Study will be familiar to most, if not all of you. It is an old and valued friend to most of us. Its purpose is to help a municipality decide whether it actually requires urban renewal—a decision sometimes hampered by the lack of a community plan. I will not dwell on it, other than to say that over 40 studies have been made and that these have generated a flow of reports which now give us a valuable source of information on the Canadian urban scene.

A study need not necessarily lead into an Urban Renewal Scheme. But if there is a need, or if the day-to-day

Par définition, la restauration désigne un retour à un état utile après une baisse et une diminution graduelles d'efficacité. Dans son sens populaire, on considère la restauration comme la réparation de la propriété particulière. Cependant, je l'envisage dans un sens plus large et considère la restauration comme un programme de réparations dans le contexte de la rénovation de tout un voisinage. Il ne s'agit pas de restaurer une seule maison, mais plutôt d'un ensemble de mesures entreprises conjointement par les services publics et par des particuliers dans un secteur particulier.

Cela représente l'aménagement de services et des travaux de réparation de la part des municipalités—le tracé du parcours que doit suivre la circulation, la plantation d'arbres, l'aménagement de parcs et de terrains de jeu.

Il y a toutefois une autre façon de lutter contre la détérioration et le délabrement, et c'est de l'enrayer dès son début—de l'arrêter à sa source et de l'empêcher de se répandre. On peut y arriver par la conservation. Ici, nous songeons à un programme de mesures prises par une municipalité afin d'empêcher la détérioration des voisinages sains par la mise en vigueur de règlements municipaux relatifs à l'occupation des bâtiments et à leur entretien, ainsi qu'à l'établissement des zones.

Réaménagement, restauration, conservation. J'ai parlé de ces trois sujets pour deux raisons. En premier lieu, parce que je veux vous faire connaître une partie des antécédents qui nous ont amenés à notre façon actuelle de penser. En second lieu, parce qu'on ne peut réellement comprendre les modifications apportées à la Loi nationale sur l'habitation, à moins qu'on ne comprenne tout à fait les mesures que ces mots décrivent.

Vous vous rendrez maintenant compte du fait que la législation reflète une nouvelle tendance en vue de résoudre les problèmes de rénovation urbaine. J'espère que grâce aux généreux avantages qu'elle renferme, les provinces et les municipalités y trouveront les moyens qui leur faciliteront la tâche de s'attaquer à la solution des problèmes causés par la détérioration et le délabrement. Ces avantages prennent la forme de subventions et de contributions versées pour des études sur la rénovation urbaine, pour l'établissement de programmes de rénovation urbaine et pour la réalisation de projets de rénovation urbaine.

La plupart d'entre vous, sinon tous, savez bien ce que c'est qu'une étude sur la rénovation urbaine. Pour la plupart d'entre vous, c'est un vieil et précieux ami. Une telle étude a pour objet d'aider à une municipalité à décider si elle a réellement besoin de rénovation urbaine—décision qu'une municipalité est quelquefois embarrassée de prendre précisément parce qu'il lui manque un plan d'ensemble. Je ne m'étendrai donc pas sur ce sujet, je mentionnerai seulement que plus de 40 études de ce genre ont été entreprises et qu'elles ont produit une abondance de rapports qui constituent pour nous maintenant une source précieuse d'information sur l'état des villes au Canada.

Une étude de ce genre ne conduit pas nécessairement à l'établissement d'un programme de rénovation urbaine.

activities of municipal planners reveal a need, then the municipality may apply for assistance to undertake the preparation of an Urban Renewal Scheme. Here the Federal contribution amounts to half the cost of the preparation. I am sure you will realize that, at this stage, the process requires the use of professional techniques and it calls for wide variety in the type of report and information needed.

The scheme will provide data on blighted and sub-standard conditions. It will also include a rehousing program, a physical plan for a renewal program—including changes and adjustments necessary in street patterns, land uses and municipal facilities. It will delineate the methods of land disposal and will suggest techniques for private and public rehabilitation. In addition, the scheme must provide an estimate of the cost of implementation.

Here I would like to emphasize that the urban renewal scheme must be drawn up within the context of the overall urban renewal plan. Such a plan must be the foundation of the urban renewal scheme. In fact a scheme without a plan is like a house without a solid foundation. It is useless for the long term.

You see, any important alteration to the structure of a town or city, such as an urban renewal program, may have a profound influence on the whole metropolitan area. The effect is like throwing a stone in a pool—the ripples flow out in widening circles which eventually encompass its whole area. An example of this is the Place Ville Marie development in Montreal, a project which has had far-reaching effects on the entire metropolitan area of Montreal.

After the scheme has been approved by the municipality—and I need hardly add that it must receive provin-

Toutefois, si le besoin s'en fait sentir ou si l'activité quotidienne des urbanistes municipaux révèle l'existence d'un tel besoin, la municipalité peut alors demander de l'aide pour entreprendre la préparation d'un programme de rénovation urbaine. Dans ce cas, la contribution du gouvernement fédéral s'élève à la moitié du coût de préparation d'un tel programme. Je suis certain que vous vous rendez compte qu'à ce stade ce procédé exige l'emploi de techniques professionnelles et exige aussi une grande variété dans le genre de rapports et de renseignements nécessaires.

Le programme permettra de recueillir des données sur l'état de délabrement de ce décrépidité de certains quartiers. Il comprendra aussi un programme de relogement, un plan physique du programme de rénovation à réaliser—comprenant les changements et les adaptations nécessaires à faire en ce qui concerne le tracé des rues, l'utilisation du terrain et l'aménagement ou l'amélioration des services municipaux. Un tel programme servira à définir les méthodes à suivre pour disposer du terrain et comprendra des recommandations à l'égard des techniques à suivre pour la restauration à effectuer au moyen de capitaux privés et de fonds publics. De plus, le programme doit prévoir une estimation du coût de sa mise à exécution.

Je voudrais faire ressortir ici qu'un programme de rénovation urbaine doit être tracé d'après le contexte du plan d'ensemble de rénovation urbaine. Le plan doit être le fondement du programme de rénovation urbaine. En réalité, un programme sans un plan est comme une maison qui ne repose pas sur une fondation solide; il est inutile à long échéance.

Vous voyez que toute modification importante apportée à la structure d'une petite ville ou d'une grande ville, comme un programme de rénovation urbaine, peut exercer une profonde influence sur l'ensemble d'une région métropolitaine. Son effet me fait penser à une pierre qu'on lance dans un étang—les rides s'éloignent du point de chute, en cercles toujours plus grands, pour finalement couvrir l'aire toute entière. Vous avez un exemple de cela dans l'aménagement de la Place Ville-Marie, à Montréal, une entreprise qui a eu des effets d'une très grande portée sur toute la région métropolitaine de Montréal.

Une fois qu'un programme a été approuvé par la municipalité—et je n'ai pas besoin d'ajouter qu'il doit aussi recevoir l'assentiment de la province—la Société centrale d'hypothèques et de logement, qui est l'organisme fédéral du logement, est alors en mesure de négocier avec une municipalité ou une province.



*Chairmen of the Workshops at the 1964 Conference. Standing (left to right): Morley Blankstein, Winnipeg; Hugh Murray, Vancouver; D. L. Makale, Edmonton; S. J. Hefferton, St. John's; R. L. Dunsmore, Montreal; Dr. Harold Baker, Saskatoon. Sitting (left to right): John Gurholt, Halifax; Roland Lemieux, Arvida; Homer Borland and Max Bacon of Toronto (Coordinators of the Workshops); R. V. Doty, Toronto; J. W. Atkinson, Windsor. Photo: Victor Aziz*



*Conference delegates touring housing developments in London during the Field Trip. Photo: Victor Aziz*

cial concurrence—the Federal Agency, Central Mortgage and Housing Corporation, is then in a position to negotiate with a municipality or province.

Now the word 'negotiate' is important. I am not implying protracted delays or red tape, but I am saying that schemes drawn up on the back of an envelope, as it were, will not be acceptable. The Corporation will need to be satisfied in every reasonable particular before giving its assent to a scheme. If it is acceptable, the Federal government—through the Corporation—will contribute half the cost of acquisition and clearance, and half the cost of replacing and installing municipal services and facilities such as parks, playgrounds and additions to the area covered by the scheme. In addition, the Federal government also stands ready to lend a province or municipality two-thirds of its share of the cost of implementing an urban renewal scheme.

So far I have stressed the activities of the municipality in the development of an urban renewal area; I have not mentioned the role of the private property owner, especially in relation to the rehabilitation processes. The amendments passed by Parliament now permit loans to owners, or prospective owners, of existing houses, selected as suitable for retention, in designated urban renewal areas. Such assistance could be for the improvement, refinancing, selling or buying of property. Loans will be available for 85% of the lending value and will cover all types of self-contained housing, provided the property meets the requirements of construction in an urban renewal area.

This is a most important amendment. It will give the individual home-owner whose property is in an urban renewal area, an incentive to maintain his property. And, also, it should encourage the housing market in those areas.

Perhaps I should add that if, for one reason or another, approved lenders are unready to make the necessary loans, then the Corporation itself is empowered to undertake direct lending for this purpose.

I have talked about these recent amendments, and the changes they have introduced, but I would like to draw your attention to one facet of particular importance.

L'emploi du mot "négociier" est important. Je ne veux pas désigner par là des retards prolongés ou des chinoiserie administratives inutiles, mais je dis que les programmes tracés sur le dos d'une enveloppe ou quelque chose de semblable ne seront pas acceptables. La Société en effet aura besoin d'examiner chaque détail raisonnable d'un programme avant d'y donner son assentiment. Si un programme est jugé acceptable, le gouvernement fédéral—par l'entremise de la Société—paiera la moitié du coût d'acquisition et de déblaiement des propriétés et la moitié de ce que coûtera le remplacement et l'installation des services municipaux ainsi que l'aménagement d'installations comme des parcs, des terrains de jeu et des rajouts au secteur qui fait l'objet du programme. De plus, le gouvernement fédéral est aussi disposé à prêter à une province ou à une municipalité les deux tiers de la part que celles-ci doivent payer pour la mise à exécution d'un programme de rénovation urbaine.

Jusqu'ici, je me suis efforcé de faire ressortir le rôle de la municipalité dans l'aménagement d'un secteur de rénovation urbaine; je n'ai rien dit du rôle des propriétaires particuliers, surtout à l'égard des mesures à prendre en vue de restaurer leurs propriétés. Les modifications adoptées par le Parlement permettent maintenant de consentir des prêts au propriétaire et aux futurs propriétaires de maisons que l'on estime devoir conserver dans des secteurs de rénovation urbaine. Une telle aide pourrait servir à améliorer, refinancer, vendre ou acheter une propriété. Le montant des prêts disponibles s'élèvera à 85 p. 100 de la valeur d'emprunt; on accordera ces prêts pour tous les genres de logements complets, à condition que la propriété se trouve dans un secteur de rénovation urbaine.

Il s'agit là d'une modification très importante, car elle donnera au propriétaire particulier dont la propriété se trouve dans ces secteurs un nouvel encouragement à bien entretenir sa propriété. De plus, cette mesure contribuera sans doute aussi à encourager le marché de l'habitation dans les secteurs de rénovation.

Je devrais sans doute ajouter que si, pour une raison quelconque, les prêteurs agréés ne sont pas disposés à consentir les prêts nécessaires dans ces secteurs, la Société elle-même est autorisée à consentir des prêts directs à cette fin.

Je vous ai parlé de ces modifications récentes et des changements qu'elles ont entraînés, mais je voudrais attirer votre attention sur un point d'une importance particulière.

Antérieurement, la Loi aidait à une municipalité à réaliser un projet, à condition que le secteur à réaménager renferme une certaine proportion de bâtiments résidentiels, avant ou après l'exécution des travaux. On a maintenant aboli cette exigence. Lorsque l'entreprise privée n'est pas en mesure d'aménager du terrain ou lorsque la situation économique est moins favorable, le gouvernement fédéral est maintenant en mesure d'aider aux municipalités à rénover un secteur délabré, même si ce secteur ne renferme aucune propriété résidentielle. En d'autres mots, un tel secteur peut renfermer des bâtiments résidentiels, industriels ou commerciaux.

Je le répète encore une fois, je crois que cette modification est d'une très grande importance. Le contexte de la

Previously the Act assisted a municipality to act, provided there was a housing content either before or after redevelopment. This requirement has now been removed. Where private enterprise is unable to assemble land or when economic circumstances are slack, the Federal government is now able to assist municipalities in renewing a worn-out area, even though there is no housing content in it. In other words, it may contain residential, industrial or commercial buildings.

Let me say again, I think this is an amendment of far-reaching consequence. The context of the Act is now widened, so that any area in a city in need of renewal can either be rehabilitated or removed. It is also expected that this will encourage private organizations to participate in urban renewal.

You are a dedicated citizen group, specifically devoted to sound planning, civic improvement and to the orderly growth of our Canadian cities. Under terms such as I have outlined, you are now in a much better position to aid us in this very important work. In July, for instance, the *TORONTO GLOBE AND MAIL* carried a report of the World Health Organization, in which that agency noted the tremendous increase expected in urban population and said: "After the question of keeping world peace, metropolitan planning is probably the most serious single problem faced by man in the second half of the 20th century".

Today, there is a public awakening to the dangers of intolerable living conditions. I think the 'kitchen sink' films from England, with which you no doubt are familiar, are evidence of a revolt against—not just slum conditions—but against the whole monotonous process and drudgery of living in blighted and poorly planned areas.

As a citizen group, as members of a national organization, you are, perhaps more than any other comparable body, in touch with municipal officials and departments all over Canada. As a citizen group, you are in a better position than most, to understand and interpret the aspirations of the ordinary man (if there is such a person) even if these aspirations are still largely unexpressed, and to pass these on to your civic officials.

I hope you will study the terms and conditions of this new legislation. You can help us immensely by spreading the good word in the communities in which you live. And, if you have something to say to us about the legislation, your views are appreciated. I know that they will represent the considerations of an experienced group in this field and they will be most welcome.

I realize that in effect I am asking you to act as a 'ginger group'. I know full well that 'ginger groups' are not always popular, but if you believe in the purposes of the Community Planning Association of Canada then I am sure that you are the sort of people, who will not shrink from a worthwhile undertaking. Never before have the climate and provisions in which to attack blight and decay been so favorable. It behooves all of us to seize this opportunity and, together, take these "New Directions in Urban Renewal".

Loi a été élargi de façon qu'il est maintenant possible de restaurer ou d'éliminer tout secteur d'une ville qui a besoin d'être rénové. On prévoit également que cette mesure encouragera les associations privées à participer aux programmes de rénovation urbaine.

Vous constituez un groupe de citoyens particulièrement dédiés à la planification bien pensée des villes du Canada, à l'amélioration des municipalités et à leur accroissement ordonné. En vertu des conditions comme celles que je vous ai exposées, vous êtes maintenant plus en mesure de nous aider à accomplir la tâche très importante qui nous attend. Au mois de juillet, par exemple, le "*Toronto Globe and Mail*" publiait un rapport de la "World Health Organization", dans lequel cet organisme indiquait l'énorme augmentation de population à laquelle il fallait s'attendre et déclarait qu'après la question de maintenir la paix dans le monde, la planification des régions métropolitaines est probablement le problème le plus sérieux auquel nous aurons à faire face, dans la seconde moitié du 20e siècle.

De nos jours, il se produit un réveil de la part du grand public qui se rend compte des dangers de maintenir des conditions de vie intolérables. Je crois en particulier que certains films réalisés en Angleterre et que vous connaissez sans doute bien tous, illustrent bien la révolte que se fait non seulement contre les taudis mais contre la monotonie et la misère qui caractérisent la vie dans des secteurs détériorés et mal aménagés.

En tant que groupe de citoyens, en tant que membres d'une association nationale, vous êtes sans doute plus que tout autre organisme semblable en communication fréquente sinon continue avec les dirigeants des municipalités et les représentants officiels des ministères de tout le Canada. En tant que groupe de citoyens, vous êtes sans doute plus en mesure que la plupart de comprendre et d'interpréter les aspirations de l'homme ordinaire—s'il existe une telle personne—et de les faire connaître aux représentants officiels des municipalités, même si ces aspirations sont encore en grande partie indéfinies.

J'espère que vous étudierez soigneusement les conditions et modalités de cette nouvelle législation. Vous pouvez en effet nous aider immensément en répandant la bonne nouvelle dans les localités où vous vivez. D'autre part, si vous avez quelques commentaires à faire au sujet de la législation, nous vous serons reconnaissants de nous les communiquer. Je sais d'avance qu'ils représenteront les considérations d'un groupe qui possède une vaste expérience dans ce domaine et nous serons très heureux de les recevoir.

Je me rends compte qu'en réalité je vous demande d'agir comme un groupe de meneurs et je sais bien que les meneurs ne sont pas toujours populaires; toutefois, si vous croyez aux buts de l'Association canadienne d'urbanisme, je suis certain que vous êtes la sorte de personne qui ne refuserez pas d'entreprendre une tâche qui en vaut la peine.

Le climat et les moyens à notre disposition en vue de nous attaquer à la détérioration et au délabrement n'ont jamais été aussi favorables. Il incombe à chacun de nous de profiter de l'occasion et, ensemble, de travailler à cette "Nouvelle orientation de la rénovation urbaine".

# THE CHALLENGE OF COMMUNITY PLANNING

Hon. John Parmenter Robarts, QC

*Prime Minister of Ontario*

At the outset let me make one point absolutely clear: *effective municipal planning is the most important challenge facing communities throughout Canada to-day.* Planning, by its very nature, encompasses every aspect of local government. If local government is to survive as a viable element in the governmental structure of Canada, it must accept its responsibility to evolve and to administer a comprehensive plan for the development of the community.

In the years since 1945 there has been a gradual and inevitable shift in the pendulum of priorities for government services from the federal government to the provinces and the municipalities. This has been caused by the growth in the demand for education, highways, health, welfare and other physical and social services that are the clear constitutional responsibility of the provinces.

This shift can be illustrated by the figures on the total income or revenues at the various government levels. During the last year of the war, the current income of the federal government was more than three times that of the combined revenues of the provincial and municipal governments. By 1953 this relationship had shifted, and federal government revenues were only twice as large. To-day, the combined incomes of provincial and municipal governments are some 15 per cent greater than those of the federal authorities. This statistical comparison highlights the growing importance of the services provided by the provinces and the municipalities to the continued growth of our economy.

The shift in priorities for government services came about as a direct consequence of the changes that have taken place in the nature and structure of our economy and our society. There is a constant and growing demand for more schools, roads, highways, water and sewage systems, and a wide variety of other essential services.

We have changed in character from a predominantly rural and resource-oriented society to an urban and industrial society. Technological advances in transportation, communications, and in our industrial and commercial system have fundamentally changed our way of life.

The impact of these changes, the scope and nature of these changes and the speed of these changes have had an immense effect on our society. We have reached the point where it is imperative that we alter and adapt our techniques of government administration to meet the challenge of the forces that are hourly reshaping the economic and social fabric of our society. This is particularly true in the field of municipal planning.

Government at all levels must plan. They must plan in order to clarify and refine objectives, to mobilize all departments and agencies toward achieving these objec-

tives, to coordinate the activities of these departments and agencies, and to exercise maximum economy in their operations. The tempo and character of today's urban development did not create the need for all three levels of government to plan, but it has certainly accentuated that need. While all three levels must share the responsibility for planning in connection with community development, under our system of government it is the municipalities, singly and jointly, that are expected to assume the major part of this function.

It is not enough to say that we have many tens of thousands of square miles of land left for non-urban purposes and for further urban expansion. There are various critical criteria that apply to different types of land use. We do *not* have an unlimited amount of land in the locations and with the characteristics that make them suitable for urban, agricultural, and many other uses. Consequently, we must conserve this valuable resource and ensure that there is some balance between the many competing uses for land. Our responsibility to ourselves and to future generations demands this.

We have other resources, too, that we must conserve, and most of them relate in one way or other to land: water, minerals, forests, wild life. And let us be quite clear on one point: the word is "conserve", not "preserve". These resources are to be used, and to maximum advantage, but they must be used in such a way as to avoid waste. Where conflict exists, due regard must be taken for the interests of the community, the province, and the nation, as well as the interests of the individuals who want to use them. These objectives can be reached only if there is effective planning.

I do not want to leave the impression that planning is required only for values that can be expressed in terms of dollars and cents. There are other important values that must be protected and promoted. These include aesthetics, safety, and efficiency. They can be achieved only if there is adequate planning.

There is no need for me to dwell on the urgent need for community planning—to do so before this audience would be merely preaching to the converted. I do want to make it clear, however, that the government of this province is convinced that adequate planning is a fundamental and practical necessity in our communities.

I have already mentioned that community planning is regarded as being mainly a function of municipal government. Traditionally this has been so, and the tradition is based upon realities that are as valid now as they were in the past. To varying degrees, provincial governments in Canada have delegated to units of local government the management of matters that are considered to be primarily local in nature. With this delegation of authority there



*The Hon. John Robarts, Prime Minister of Ontario, addressing the 1964 Conference Banquet which was given to the delegates by the Province of Ontario. Photo: Victor Aziz*

naturally and necessarily goes a responsibility for performing this management function as efficiently as possible. As I have indicated, and as I am sure you have all been convinced for a long time, the management of local affairs can be carried out effectively and responsibly only if there is planning.

If we are concerned with the maintenance of local autonomy as an essential element in our democratic society, the municipalities themselves, must discharge their responsibilities. This can only be done through planning. The alternative is the gradual encroachment in local affairs by the provincial authorities. The Government of Ontario is convinced that in a province of such diversity and size, local autonomy is absolutely necessary. An effective and responsive system of local government can best provide services to the community.

Like so many other aspects of modern life, community planning is becoming an increasingly complex operation, and more and more we must make use of the special skills of the experts. There is so much technical content involved in important planning decisions that common sense alone is not enough. Most of our larger communities in Ontario have recognized the need for securing the services of technically qualified planners. There are, however, still many communities in the province that are seriously handicapped in their attempts to deal with the problems of growth and change because they do not have the necessary technical skills at their disposal.

Unfortunately, a sufficient supply of trained people is not available. It is true that their numbers are increasing, but the demand for their services is growing at about the same rate. We are doing something about this in Ontario through the inauguration, by the Department of Municipal Affairs, of a practical training program for persons who have either had a basic education in planning but no experience, or who have had experience in a field relating to planning but without any specific planning education.

The program will be individually tailored to suit the needs of each person selected for training, having regard to his background of education and experience. Most of the training will take place within the Department of Municipal Affairs, including visits to municipalities in various parts of the Province and periods of assignment to district offices, but arrangements may be made in some cases for admission to selected courses of lectures at a university. The period of training will be one or two years, depending upon the individual and his qualifications, and each person within the program will be paid an allowance while he is in training.

Naturally, we hope that some of the people who will complete this training program will join the staff of the Department, but we also expect some of them to find positions with planning boards and other local authorities. This is all to the good. While the program does not set out to produce professional planners, it should help to relieve the present shortage of planners with technical training.

Planning is closely related to the making of policy, and this applies to community planning every bit as much as it does to any other kind of planning. The important question is the relationship between councillors, on the one hand, and members of planning boards and planners employed by municipalities on the other. There should be no doubt but that the making of policy is the prerogative and the responsibility of the council of the municipality, elected for that purpose.

Planning boards and planning officials have an advisory function. All concerned should be quite clear about this. It would be a dereliction of duty for a municipal council to permit the planning board or the planning staff to *determine* policy. Any attempt by a planning board or a planner employed by a municipality to assume this function would be an intolerable arrogation of power by such a board or planner. Our system of government, local as well as provincial and federal, is based on the sound principle that the

elected representatives of the people must have the final authority in deciding on matters of policy.

Perhaps a few more words about the responsibilities of the municipal councillor in relation to planning and community development would be in order here. There is a relative permanence to many of the things involved in the physical growth of communities—the street system, houses, factories, shops, institutions, and so on—and mistakes are costly to correct. In making decisions on such matters as the subdivision of land, zoning, extension of municipal services, and the provision of parks, the municipal councillor must constantly keep in mind that it is his duty to protect and promote the best interests of the community. This does not mean riding rough-shod over the legitimate desires and aspirations of individuals but it does mean giving due weight to the long-term interests of the community when making decisions.

It would be very wasteful of time, of course, if the municipal council were to have to think through the best future development of the community each time it is faced with a decision, large or small, affecting future development. Decisions would likely be inconsistent and there would be a high degree of uncertainty on the part of many people about the future shape of the community. What we in Ontario call the *official plan* is designed to overcome these difficulties. The official plan is the vehicle for declaring the policy of the municipality concerning future physical change and development. It should serve as a guide to the municipal council, to municipal officials, to local boards and commissions, and to the public generally in the myriad decisions that are made every year affecting physical change in the community. Official plans are also useful to the provincial government in coordinating provincial public works and other activities with those of the communities concerned.

I can assure you that the provincial government is deeply concerned about achieving a high degree of co-ordination between provincial and local activities. The studies of local and provincial highway needs that have been completed and those that are in progress in the Department of Highways are one indication of this concern. It is obviously very difficult, if not impossible, to co-ordinate highway construction and other public works with local undertakings if there is no clear, official statement of what the local policy is regarding the character, pattern, and rate of development.

The urgency of having official plans varies from community to community, of course, in relation to the intensity of physical change that is occurring or that is anticipated, but we hope that every community in the province will have established an official plan suited to its needs. A substantial number of communities—about 130—already have official plans in force. Some of the more recent of these are of good quality but most of the earlier ones require substantial revision if they are to be of any positive value. This work demands a high priority on the part of the planning boards and councils concerned.

While municipal councils must look a long way ahead in their planning activities, they must also look to either side. The real community, be it urban or rural, is rarely confined to a single local municipality. The flow of daily life does not respect municipal boundaries and municipal jurisdiction. The need to coordinate the developmental policies of adjoining municipalities and to avoid unnecessary conflicts should be readily apparent. Ontario legislation provides for a joint approach to planning by adjacent municipalities, and a number of joint planning boards are carrying out joint planning programs. In too many of the 78 joint planning areas that have been defined, however, the planning boards have been allowed to become inactive and in others the planning boards are facing almost insuperable obstacles because of the failure of municipal councils to support them, financially and otherwise.

The costs of failing to co-ordinate the planning and development of those parts of our growing urban communities that are under separate municipal jurisdictions are too high to be tolerated. The government of Ontario is seriously concerned about the existing situation and is considering what incentives or other methods can be taken to strengthen and expand joint planning activities.

I have emphasized in what I have said this evening the heavy responsibility devolving on municipal councils for planning for the future. This responsibility *must* be discharged, and it is highly desirable that it be discharged at the local level. Failure of municipal councils to see that sound planning is done and carried out effectively will inevitably weaken local government and reduce local autonomy. We in Ontario want good, effective local government but if such an essential function as sound community planning is not carried out satisfactorily within local self-government we may have to explore other alternatives.

Provincial governments cannot leave the municipalities to do all of this unassisted, of course. Ontario has tried to provide the best community planning legislation suited to the needs of our local communities and the province as a whole. The government of the province supports community planning in many ways, not the least being the maintenance of a technically qualified planning staff available to give advice and other assistance to local communities in solving planning problems. We now have planners located in two district offices outside Toronto, with more to come.

Although planning is and must be a responsibility of the municipality there remains a substantial area for private interests and citizens' organizations to develop. Informed groups sincerely interested in the betterment of our communities, such as the Community Planning Association of Canada, can perform a valuable public service in informing itself about community planning, stimulating public interest in the subject, interpreting public attitudes about planning to the local and provincial—and, indeed, federal—governments, and recommending changes in legislation and policies as experience seems to demand.



*Photo: Tony Archer*

Members of CPAC will be very sorry to learn that Tom McDonald is retiring from his position as Executive Director of the B.C. Division. It is difficult to visualize the Canadian planning scene without Tom, but we wish him a very happy retirement.

Immediately before the First World War, Tom, who was born and educated in the United Kingdom travelled half way around the world to the City of Regina with the intention of joining the Royal North West Mounted Police. An older brother dissuaded him but shortly afterwards the two of them entered an even more exciting life: soldiers in the Queen's Own Cameron Highlanders of Canada. Tom subsequently served in France with the affiliated 43rd Battalion C.E.F.

Returning to Winnipeg after the war he worked briefly for the Government of Canada and later for a prominent insurance company as regional sales force supervisor. He moved to the Pacific Coast finally settling in Vancouver just before the Second World War.

Tom's long and fruitful association with CPAC began with a request by the late J. A. (Sandy) Walker to organize the B.C. Division's first Annual Conference in June 1947. Shortly afterwards he became the Division's permanent executive director.

During the 17 years that followed the name of Tom McDonald was so closely linked with the progress of com-

## TOM McDONALD RETIRES

munity planning in British Columbia, one is tempted to say "when anything worthwhile happened in planning, you can be sure that Tom was the catalyst." In 1957 he was made an Honorary Member of CPAC and, two years later, became the first Honorary Member of the Planning Institute of British Columbia.

Only by cataloguing his achievements can we touch, in this limited space, the whole spectrum of his endeavours:

### **The Lower Mainland Regional Planning Board of British Columbia**

He was in the forefront of the CPAC campaign to establish a board to coordinate the development of the 28 municipalities in the Lower Fraser Valley. He was appointed its first Secretary in 1949 and served until the establishment of the post of full-time director in 1951.

### **The Planning Department of the City of Vancouver**

Tom was closely associated with the CPAC - Vancouver Board of Trade attempts to have a City department established in Vancouver to advise on and administer planning matters. These activities resulted in the commissioning of the 1951 Spence-Sales Report which brought about the formation of the first City Planning Department in B.C.

### **The University of British Columbia Graduate Course in Community Planning**

He served as a member of the Advisory Committee set up after the establishment of the Province's first degree course in Community and Regional Planning. Tom personally canvassed local industries for scholarship funds to assist students in the early, critical years of the School.

### **The Queen Elizabeth Theatre Complex (Vancouver)**

He was joint organizer of the Vancouver Community Arts Council - CPAC campaign to have a civic Concert Hall and Theatre built in Vancouver. He personally initiated an unprecedented flood of telegrams from the public to the City Council which resulted in the matter being placed before the ratepayers, who subsequently approved the project.

### **Vancouver Zoning Board of Appeal**

Tom has served for the last 15 years as the Chairman of the Zoning Board of Appeal for the City of Vancouver. In the course of this volunteer service he has adjudicated thou-

sands of requests to "adjust" the provisions of the City's zoning ordinance.

### **Low Rental Public Housing**

Commencing in 1949 Tom, in consort with the Vancouver Housing Association and CPAC, expended every effort to bring about a program of low rental public housing in B.C. He organized meetings, dispatched speakers, and arranged endless conferences with government officials, finally achieving the desired end.

### **British Columbia Division Newsletter**

In 1947 Tom created, and has since edited, the B.C. Division Newsletter. Always stimulating, this publication was for many years the only journal produced in British Columbia dedicated solely to town planning.

### **Short Course in Community Planning (U.B.C.)**

In 1954, in conjunction with the Community and Regional Planning School and the Department of Extension at the University of British Columbia, Tom organized a short course on Planning for elected and appointed municipal officials throughout the Province.

The course, which this year concluded its tenth annual session, is an outstanding example of its kind. Tom's diligence has assured its success throughout the years.

### **The Planning Institute of British Columbia**

When the growing ranks of professional planners practising in British Columbia decided to incorporate, it was altogether fitting that they should choose Tom McDonald as their first Secretary.

His long association with the profession has earned him both friends and admirers.

\* \* \*

The secret to Tom's success has been the infectious enthusiasm with which he has tackled our problems. His well-known ability to get along with people is evident from the impressive list of joint campaigns which the B.C. Division waged in cooperation with other groups.

Perhaps closest to Tom's heart is the struggle for open spaces in our cities. He has devoted untold hours to the fight to save the remaining potential parkland in Vancouver. It may be that his boyhood years in rural areas nurtured his love of nature, particularly of plant and bird life. His West Vancouver garden is a haven for wild life of every kind, and a reminder of nature's place in the city.

One might imagine that the dedication necessary to achieve what he has accomplished would be found only in a dour zealot; or at least that after organizing conferences for 17 years some of the sparkle might have dimmed. Not so with Tom. To every chore he adds a "wee dram" of humour which has made working with him a joy never to be forgotten by his many friends.

— W. T. LANE



### **Editor Resigns:**

Jennifer R. Joynes, editor of the *COMMUNITY PLANNING REVIEW*, has resigned, effective December 31st, 1964. She is leaving Ottawa for Montreal where she will join the Operations Department of the Canadian Corporation for the 1967 World Exhibition. Mrs. Joynes, a B.A. graduate from the University of Manitoba, joined the National Office staff of CPAC in 1958 as Assistant to the National Director. She became editor of the *REVIEW* in 1960.

Mrs. Myrna E. Knechtel has been appointed editor of this magazine, effective at the beginning of 1965. Mrs. Knechtel, who holds a Bachelor of Journalism degree from Carleton, has been editor of *ONTARIO HOUSING*, the bi-monthly magazine produced by the Housing Branch of the Ontario Department of Economics and Development.

## NATIONAL OBJECTIVES 1964-5

*At the Annual General Meeting held on September 30th, the Association declared the following subjects to be national objectives of CPAC during the coming year:*

I *Whereas* the Community Planning Association of Canada is aware of the growing importance of the work of the Agricultural Rehabilitation and Development Act (ARDA) in rural areas, and

*Whereas* the revitalization of rural areas has a profound impact on both housing and planning in small towns in those areas,

Therefore, the CPAC proclaims for the year 1964-65 the following national objective:

*To further understanding and development of the principles of town and regional planning in rural areas in order that current thought about the development of those areas may be both aided and accelerated.*

*To this end the Association will work with, or will provide information for, any other group or association pursuing this same objective, and will vigorously urge all levels of government to pursue studies of and take steps to resolve the problems of such areas.*

II *Whereas* the CPAC recognizes the importance of open space of all kinds in the growth and renewal of cities in Canada, and

*Whereas* the Association is concerned that regional and urban plans should make adequate provision for such open spaces, and that all those responsible for the manifold aspects of growth and change in our cities should appreciate these needs,

Therefore the CPAC proclaims for the year 1964-65 the following national objective:

*To seek understanding of the need for adequate open space of all kinds so that the diverse needs of both the urban and rural population may be met;*

*particularly to urge the conservation of open space at the periphery of cities which may soon be developed through normal processes of growth, and in those older parts of the city where new opportunities for inserting open space occur in consequence of urban renewal action;*

*to present the need for the provision of both small and large open spaces, notably for recreation but also for reflection and amenity;*

## OBJECTIFS NATIONAUX 1964-5

*Lors de la Réunion générale annuelle tenue le 30 septembre, l'Association a déclaré que les sujets suivants constitueraient les objectifs nationaux de l'ACU au cours de l'année qui s'amène:*

I *Attendu* que l'Association canadienne d'Urbanisme se rend compte de l'importance croissante du travail de "Agricultural Rehabilitation and Development Act (ARDA)" dans les secteurs ruraux, et

*Attendu* que la revitalisation des secteurs ruraux a eu un effet profond sur le logement aussi bien que l'urbanisme dans les petites villes de ces secteurs,

A ces causes, l'ACU proclame pour l'année 1964-65, l'objectif national suivant:

*Pour promouvoir la compréhension et le développement des principes de la planification urbaine et régionale dans les secteurs ruraux afin que la pensée courante au sujet du développement de ces secteurs puisse être tant aidée qu'accélérée;*

*A cette fin, l'Association travaillera avec tout autre groupe ou association poursuivant le même objectif et fournira tous les renseignements à ces groupes et nous insisterons avec vigueur auprès de tous les niveaux de gouvernement pour entreprendre des études et prendre des mesures afin de résoudre les problèmes de ces secteurs.*

II *Attendu* que l'ACU reconnaît l'importance d'espaces ouverts de tous genres dans la croissance et la rénovation des cités au Canada, et

*Attendu* que l'Association est intéressée au fait que les plans régionaux et urbains devraient prévoir d'une façon suffisante à ces espaces ouverts et que ceux qui sont responsables pour les aspects multiples de la croissance et du changement dans nos cités, reconnaissent la valeur de ces besoins,

A ces causes, l'ACU proclame pour l'année 1964-65 l'objectif national suivant:

*Pour rechercher la compréhension du besoin d'espaces ouverts suffisants de tous les genres afin que les divers besoins tant de la population urbaine que rurale puissent être satisfaits;*

*particulièrement pour insister en vue de conserver les espaces ouverts à la périphérie des cités lesquelles pourraient bientôt être développées par les procédés normaux de la croissance et dans ces parties plus anciennes de la cité où de nouvelles occasions pour l'insertion d'espaces ouverts se présentent en raison d'un projet de rénovation urbaine;*

*pour présenter le besoin de fournir tant de petits espaces ouverts que de grands, particulièrement pour la récréation mais aussi pour le repos et comme commodité;*

*pour insister afin d'obtenir le développement d'espaces ouverts existants et nouveaux suivant des normes élevées;*

*to urge the development of existing and new open spaces to high standards;*

*to resist proposals by public bodies and private interests for withdrawing accessible open space for land uses in conflict with the interests of the public;*

*to urge all levels of government to formulate and implement comprehensive plans for open space at the national, provincial and local level.*

Articles in the "Community Planning Review" will discuss these two topics and Divisions will be asked to build programmes around them whenever appropriate to local circumstances.

## RESOLUTION

*At the Annual General Meeting of the Community Planning Association of Canada, held on September 30, 1964 in the Hotel London, London, Ontario, the following resolution was passed by the membership:*

*Whereas there is an urgent need for action by all levels of government to alleviate the serious shortage of low-rental housing which exists in our country today; and*

*Whereas there appears to be a wide-spread lack of understanding of this problem;*

*Be it resolved that the Community Planning Association of Canada and all its Divisions and Branches vigorously promote the objective of decent accommodation in a satisfactory environment for every Canadian through its education-information functions; and that the Council be urged to promote a travelling exhibition based on "Good Housing for Canadians" for use in local community centres, schools, libraries, and other appropriate places.*

*pour résister aux propositions par les corps publics et les intérêts particuliers en vue de retirer les espaces ouverts accessibles pour employer le terrain d'une manière qui entre en conflit avec les intérêts du public;*

*pour insister auprès de tous les niveaux de gouvernement afin de formuler et de mettre en vigueur des plans étendus prévoyant des espaces ouverts, aux niveaux national, provincial et local.*

Les articles dans la "Revue d'Urbanisme" discuteront de ces deux sujets et on prie les divisions d'établir leurs programmes suivant ces sujets chaque fois que les circonstances locales s'y adaptent.

## RESOLUTION

*Lors de la réunion générale annuelle de l'ACU, tenue le 30 septembre 1964, à l'hôtel London, London, Ont., les membres ont adopté la résolution suivante:*

*Attendu qu'il y a un besoin urgent d'action à tous les niveaux de gouvernement pour soulager la carence de logements à bas loyer qui existe dans notre pays, aujourd'hui; et Attendu qu'il semble y avoir mésentente étendue de ce problème:*

*Qu'il soit résolu que l'Association canadienne d'Urbanisme et toutes ses divisions et succursales encouragent vigoureusement l'objectif de logements convenables dans un voisinage satisfaisant pour chaque Canadien, par l'entremise de sa fonction d'éducateur-informateur; et que l'on insiste auprès du Conseil pour encourager l'établissement d'un étalage itinérant fondé sur "le bon logement pour les Canadiens", étalage à être mis en montre dans les centres communautaires, les écoles, les bibliothèques et autres endroits appropriés.*

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## CPAC HONORARY MEMBERS

At the Conference Banquet held during the 1964 National Planning Conference, four Honorary Memberships in CPAC were presented to (in the words of our By-Laws) "persons who have made distinguished contributions to the objectives of the Association, elected by the Council to permanent, non-paying membership." The recipients were:

**Mr. Alan Armstrong** — who was the first national director of CPAC and is now the Executive Officer of the Canadian Council on Urban and Regional Research.

**Mr. A. L. Stanley Nash** — who was Assistant Deputy Minister, Community Planning, of the Ontario Depart-

ment of Municipal Affairs. A tribute to Mr. Nash appeared on page 17 of the previous issue of this magazine.

**Mrs. Elsie W. Shepherd** — Executive Secretary of the Victoria Advisory Planning Commission who helped to organize the Victoria Capital Region Planning Board and the Capital Region Branch of CPAC.

**Mrs. Joyce M. Tyrrell** — who among her many activities connected with planning is Chairman of the CPAC Toronto Waterfront Committee, a member of the Metropolitan Toronto Waterfront Advisory Committee, and a co-editor of "Land Acquisition for Recreation", one of the background papers for the Resources for Tomorrow Conference.

# COMMUNITY PLANNING REVIEW

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N.B. The Index Page of Volume XIV, No. 3 was incorrectly marked as No. 2. The correct marking was on the cover.

# planning vacancies

## THE STATE PLANNING AUTHORITY OF NEW SOUTH WALES, AUSTRALIA

### Chief Planner

Applications are invited from fully qualified and experienced planners for the position of Chief Planner to the newly formed State Planning Authority of New South Wales with headquarters in Sydney. The Authority has an important role to fulfil in the fields of town and regional planning and in the initiation and execution of development programmes and projects.

*Salary:* £ (Australian) 4,300 per annum. Superannuation benefits will be available. Details of the appointment are available from: The Secretary, The State Planning Authority of New South Wales, Box 3927, G.P.O., Sydney, Australia or The Agent General for New South Wales, 56 The Strand, London, England.

Applications giving age, qualifications, experience and names of three persons from whom references may be obtained should be forwarded to the Secretary of the Authority immediately.

## TOWNSHIP OF NEPEAN

Applications, including resume of qualifications and experience, are invited for the position of Planning Officer. This new position in a fast growing municipality offers satisfying opportunities.

*Salary* of \$8,000 to \$10,000 per annum offered, depending on qualifications.

*Apply:* D. E. Hobbs, Township Clerk, 345 Richmond Road, Ottawa 13, Ontario.

## PROVINCE OF ALBERTA

### Planning Officer II (Edmonton)

Two excellent opportunities exist for young graduates in planning in the Provincial Planning Office at Edmonton, Alberta. They offer scope for initiative, original creative work and supervision of more routine work, such as processing of subdivision applications. Original work includes the preparation of General Plans for an assortment of different sized urban areas, and participation in a new program planning research on a province-wide basis. Here is an excellent opportunity for

the young qualified planner to work with one of the most effective Planning Acts on this continent in a congenial office.

*Salary Range:* \$6,840 to \$8,580 by six steps of \$300 and \$360 per annum. Generous fringe benefits and travelling allowances. Competition 64-225.

For details and application forms apply to the Personnel Administration Office, Room D 203, Terrace Building, Edmonton, Alberta. For technical details apply to the Provincial Planning Director, Room 212, Municipal Affairs Building, Edmonton, Alberta.

## LOWER MAINLAND REGIONAL PLANNING BOARD, NEW WESTMINSTER, B.C.

*Planner:* \$6,600 — \$8,088

The Lower Mainland Regional Planning Board requires a Professional Planner. Last year, the Board published a proposal for a regional plan for the Fraser Valley of the Province of British Columbia, and the Board's staff is now engaged in the preparation and presentation of an Official Regional Plan. Duties of the successful applicant will be diversified, but emphasis will be on local planning studies. Experience in redevelopment and subdivision design preferred. Must be eligible for membership in the Town Planning Institute of Canada or the Planning Institute of British Columbia. Must be able to assume responsibility and work with minimum supervision in a small planning office. Ability to meet people and present planning information to local groups essential. Medical and superannuation schemes available.

*Send resumé to:* Executive Director, Lower Mainland Regional Planning Board, 426 Columbia Street, New Westminster, B.C.

## THOMPSON VALLEY REGIONAL PLANNING BOARD

### Director of Planning

The newly formed Thompson Valley Regional Planning Board requires the services of a Director of Planning. Applicant must state age, qualifications, experience, marital status, availability, salary expected and other pertinent information

in first letter together with names and addresses of references.

*Salary Range:* \$7,200 to \$8,400 depending on experience and qualifications. The position will require a man with full professional qualifications in Community Planning plus 2 or 3 years' experience. The total population in the planning area is 27,748 (1961 Census). Considerable challenge exists in this position and the successful applicant will be required to initiate and carry out all the main studies leading to the establishment and maintenance of an effective Regional Plan under the direction of the Board.

Applications should be directed to: Mr. J. M. Hardaker, Chairman, Thompson Valley Planning Board, Town Hall, North Kamloops, B.C.

## METROPOLITAN PLANNING COMMISSION — SAINT JOHN

### Planner II

Architect-Planner \$6,300 to 7,800 with initial salary commensurate with qualifications. To work on current and advance development planning and urban renewal.

*Planner I*—Graduate in engineering or in social science; preferably with planning training or experience. \$5,400 to \$6,600 with initial salary commensurate with qualifications. To work on wide variety of studies, statistical surveys, zoning, subdivisions, etc.

*Note:* We expect consultants to be engaged shortly to prepare, in close liaison with staff, a coordinated community, urban renewal and transportation plan.

*Apply to:* Metropolitan Planning Commission, City Hall, Saint John New Brunswick.

## CITY OF CALGARY

### Junior Planner

*Duties:* Under the direction of a Senior Planner, to perform various engineering duties in the current and long-range planning fields and to assist in the preparation of functional road and interchange designs.

*Salary:* \$6,200 to \$7,400 per annum.

*Qualifications:* Degree in Civil Engineering. Post graduate degree in Planning or

Traffic desirable but not essential. Two years professional engineering experience preferably in the municipal field.

Application forms are to be obtained from and returned to the Personnel Coordinator, City Hall, Calgary, Alberta.

#### **CITY OF CALGARY**

##### **Junior Planner**

*Duties:* Under direction and professional guidance to assist a Senior Planner with the formulation of plans for the future development of the City of Calgary by undertaking study projects and preparing descriptive text, maps, plans and diagrams.

*Salary:* (1964) \$6,200 to \$7,400 per annum depending on qualifications.

*Qualifications:* A degree in architecture from a recognized university with two or more years of professional experience or equivalent.

Application forms are to be obtained from and returned to the Personnel Coordinator, City Hall, Calgary, Alberta.

#### **CITY OF CALGARY**

##### **Senior Planner**

*Duties:* Under general direction from the Planning Director to head a small team of professional planners engaged in: the formulation of long range plans for the future development of the City of Calgary and the preparation of descriptive text, maps, plans and diagrams for inclusion in the City General Plan. Calgary is a thriving Western Canadian city; present population is 300,000 with a current growth rate of approximately 5% per annum.

*Salary:* (1964) \$8,800 to \$10,500 per annum depending on qualifications.

*Qualifications:* Membership in the Town Planning Institute of Canada or equivalent with at least 10 years professional experience. Experience in planning urban renewal projects desirable.

Application forms are to be obtained from and returned to the Personnel Coordinator, City Hall, Calgary, Alberta.

#### **PROVINCE OF PRINCE EDWARD ISLAND**

##### **Director of Planning**

*Salary Range:* \$6,691 to \$8,133

Degree in Planning or related field. To prepare Provincial and Municipal planning studies, sub-division plans and supervise drafting staff.

Applicant should state age, qualifications, experience, marital status, availability and salary expected.

*Apply to:* The Chairman, Provincial Service Commission, P.O. Box 2000, Charlottetown, P.E.I.

#### **SOUTH OKANAGAN REGIONAL PLANNING BOARD, PENTICTON, B.C.**

##### **Planning Officer**

A planning board expanding in scope and size requires the services of an additional planner to work within a region of lakes, valleys, orchards and small to medium-sized communities in south-central B.C. Duties will include assistance to the Director on a multitude of urban and rural land-use, population, and economic studies, plus periodic consultations on zoning and subdivision with local councils and planning commissions. The challenge for a person with initiative, drive and a penchant for variety cannot be excelled. Qualifications should include a post-graduate degree in planning and some experience, or a degree in a related field and sufficient experience to qualify for membership in the Planning Institute of B.C. Employment begins on January 1, 1965, at a salary of \$6,200 to \$6,500 per annum, plus MSA, Group Insurance and Superannuation Benefits. Apply to the Director, South Okanagan Regional Planning Board, 399 Power Street, Penticton, B.C.

#### **TOWNSHIP OF ETOBICOKE**

##### **Chief Planner**

Required to assist the Planning Director in all phases of Township Planning. Applicant must possess a University degree, a Diploma in Town Planning and associated membership in the Town Planning Institute of Canada.

Applicant must have proven ability in both planning and departmental administration and possess good knowledge of Ontario Municipal Planning procedures. Attractive salary range and comprehensive employee benefits. Preferred age 35-45.

Apply in writing giving full particulars, including personal data and experience to: Personnel Director, Township of Etobicoke, 550 Burnhamthorpe Road, Etobicoke, Ontario.

#### **CITY OF HAMILTON**

##### **Chief Planning Assistant**

Applications are invited from suitably qualified persons for appointment to the position of Chief Planning Assistant (Urban Renewal Section).

*Salary:* Within a scale of \$7,700 to \$10,000 per annum, according to qualifications and experience. Excellent fringe benefits. Applicants must possess a degree in planning or an allied field from a recognized university or school of planning, and be eligible for associate membership in the Town Planning Institute or its equivalent, and should have at least three years' practical experience in the office of a Planning Agency.

The successful applicant will be responsible to the Planning Commissioner for the supervision of the Urban Renewal Section of the City Planning Department, and will be primarily concerned with the preparation of surveys, proposals and reports in connection with Urban Renewal studies for the City of Hamilton.

Apply stating all particulars to: Director of Personnel, City Hall, Hamilton, Ont.

# films

*As the showing of films is one of the most effective ways of attracting and reaching an audience, the National Council of CPAC has established a standing film jury in Ottawa which will review films currently available on planning matters. The jury will prepare synopses which will outline the content, assess the quality, suggest the most suitable type of audience for the film, and assign a CPAC Rating: Excellent, Good, Fair or Poor. These synopses will be printed on a separate page of the Community Planning Review so that film librarians and other persons interested in arranging film programmes will be able to tear out the relevant pages and assemble a file on current planning films. The first four synopses appear below:*

**NEW COURSE FOR HALIFAX** produced by National Film Board of Canada, 1961, 12 minutes 58 seconds. Black and white. English only. Obtainable from: National Film Board or CMHC offices. Free.

## Comments

This film is one in a short series dealing with urban renewal action in a number of cities in Canada. The growth, character and development of housing in Halifax is set out in an interesting manner. This film is particularly good in indicating clearly the reasons why urban redevelopment was necessary and establishes fairly clearly the course of action which was taken by the city with the support of other governments.

The early date of this film, has unfortunately, made it necessary for the Mulgrave Park Housing Project to be inadequately illustrated. At the time of photography very few units had been completed. This is doubly unfortunate as it tends to unbalance the film and does not do justice to one of the best public housing projects in Canada. The other weakness of the film, again attributable to its early date, is that there is no adequate description of the redevelopment proposed in the cleared central area itself. Since the film was made, the Governments concerned have called for proposals from private enterprise to redevelop the 17 acre site with a variety of residential, commercial and public uses. At the time of review a group of British interests has submitted a proposal which would involve the investment of 30 million dollars in the centre of Halifax. This proposal is now under consideration by all parties concerned.

Photographically, this film is excellent. There are some fine shots of Halifax Harbour and good aerial coverage of the

City itself. In the middle of the film, the explanation of the renewal action would have been improved by graphic illustration of the location of the areas mentioned and their inter-relationship.

**Audience**—This film is suitable for high-school audiences and up. If the film can be related to local circumstances, it would have particular value for any local citizen group interested in urban renewal problems or opportunities.

**CPAC Rating**—Good.

31/8/64

**TAPIOLA, GARDEN CITY OF THE NORTH** distributed by Canadian Film Institute, 1960, 14 minutes. Colour. English only. Obtainable from: Canadian Film Institute \$2.50.

## Comments

This film describes the Garden City of Tapiola which is located six miles from Helsinki, the capital of Finland. The title needs definition in Canadian terms. This is not a film about a New Town in the British sense for there appears to be no employment, other than service trades, within the community. Tapiola is really a dormitory suburb for people working in Helsinki. It has a population of about 17,000 which it is claimed is the ultimate size of the community. The general density is very low, the whole city taking up some 600 acres. The film does not illustrate any transportation arrangements to Helsinki in any way analogous to those existing between Stockholm and its famous new suburbs.

From the point of view of housing, the film shows a good variety of housing types for a conscious effort has been made to build for people of all incomes and family sizes. The result is a well-integrated community which looks as though

it would indeed be pleasant to live in. The reviewer is struck by the strong similarities between the Finnish landscape and that of central Canada. One would look in vain in Ontario, however, for a community with the finish, sophistication and unity of Tapiola. In the construction of the City successful efforts appear to have been made to preserve existing landscape. The film demonstrates a fine example of the Scandinavian tradition of buildings in landscape.

Visually, the film is good with the colour maintaining fairly high standards most of the way.

**Audience**—High School and up. Of particular interest to groups concerned with housing of all kinds and the garden-city movement. From the point of view of site planning or regional planning, the film is of marginal interest.

**CPAC Rating**—As a film on housing: good; as a film on community planning: fair.

31/8/64

**THE STORY OF MAGDALEN STREET** produced by the Civic Trust in the United Kingdom, 20 minutes. Colour. Undated, but about 1960. English only. Obtainable from: Canadian Film Institute, 1762 Carling Ave. Ottawa or United Kingdom Information Service (offices in Quebec, Montreal, Ottawa, Toronto, Winnipeg, Edmonton and Vancouver). \$2.50.

## Comments

This film beautifully describes the classic experiment in a most important aspect of urban renewal. Magdalen Street is one of the principal shopping streets of the old City of Norwich, a street which over the years had become depreciated, dull and

unattractive, both to business and to shoppers. The initial project of the Civic Trust was to appoint a co-ordinating architect for Magdalen Street and, under his guidance, to rehabilitate, not only the façade of each of the stores on the street, but also the clutter of signs, lamp standards, poles and notices which accumulate on any street. Rehabilitation was also carried out at the back of the buildings where there are pedestrian courts opening off the street.

The film brings out well the astonishing difference in attractiveness and visual quality of the street after the work had been completed. It highlights the attention given to the public as well as the private parts of the street. It indicates that work of this kind, properly co-ordinated, is not unduly expensive and can be applied in any community. Early experiments in Ontario have not reached such a successful conclusion as in Norwich but there is really no reason why this Norwich experience should not benefit many of our municipalities.

The main lesson of this film, however, is not in the transformation of the visual appearance of Magdalen Street. Neither is it in the optimistic comments about local business made by a splendid variety of merchants, it is rather in the lesson that training in the use of the eyes of every individual lies at the root of any real im-

provement in visual quality in all our communities.

One may have doubts about this kind of rehabilitation unsupported by planned public facilities. Where, for example, in Magdalen Street do cars park? What is the relationship of the street to the rest of the central area of the City? But these and similar questions can no doubt be answered for each locality. The Magdalen Street lesson is that immense qualitative improvement can be made everywhere if only those who lead in the community are trained to use their eyes and translate what they see into a program for action.

**Audience**—The film is suitable for the widest possible age groups and interests. Its value for CPAC groups is obvious. Films, of any quality, on the visual aspects of cities are scarce. The Story of Magdalen Street is not only available but is outstanding.

**CPAC Rating**—Excellent.

31/8/64

**TO BUILD A BETTER CITY** produced by Pageant Production Limited, Vancouver, 14½ minutes, 1964. Colour. English or French. Obtainable from: CMHC offices. Free.

#### Comments

This is the first film in the CMHC series of films dealing with redevelopment pro-

jects in Canadian cities to be produced by a private film-maker for the Corporation and it is also the first to be produced in colour. Both these experiments appear to be an outstanding success; the colour is uniformly good and is supported by an unusually sensitive musical score and the production of the film itself is perhaps the most convincing of the series. The film places proper emphasis on the social and economic problems which blighted areas pose to a city administration. The study of existing conditions and the subsequent planning of renewal action is given careful attention and illustrated by good maps and graphics. The film recognizes the vital importance of citizen understanding of, and participation in, urban renewal programs. The producer is sensitive to the need for rehousing people displaced by urban redevelopment schemes and demonstrates as essential the production of a reserve of housing prior to the demolition of blighted buildings.

**Audience**—High School and up. The film is of interest to all groups concerned about town planning, urban renewal and urban conditions in Canada generally.

**CPAC Rating**—Excellent.

31/8/64

### ARE YOU PLANNING A MOVE?

Members of CPAC and subscribers to the REVIEW are reminded that it takes the staff of the National Office and the Divisions considerable time to track you down if you change your address without letting us know. In the meantime, you may miss an issue of the magazine or other material sent out to the mailing list. If you are planning to change your address in the near future, please inform the CPAC National Office. We will see that your Division is notified. Send both your old and new address to:

CPAC National Office,  
425 Gloucester Street,  
Ottawa 4, Ontario.

# COMMUNITY PLANNING ASSOCIATION OF CANADA L'ASSOCIATION CANADIENNE D'URBANISME

## LIST OF OFFICERS AND STAFF (December, 1964)

<i>President</i>	*Dr. Harold R. Baker, <i>Director, Extension Division, University of Saskatchewan, Kirk Hall, Saskatoon, Sask.</i>	<i>Manitoba Division Chairman and National Councillor</i>	Mr. Morley Blankstein, <i>Blankstein, Coop, Gillmor &amp; Hanna, 402 - 365 Hargrave St., Winnipeg 2, Man.</i>
<i>Immediate Past-President</i>	*Mr. F. Joseph Cornish, QC, <i>Suite 300, 165 University Avenue, Toronto 1, Ontario.</i>	<i>Executive Director</i>	Mrs. Elizabeth M. Lord, <i>2147 Portage Ave., Winnipeg 12, Man.</i>
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<i>CMHC Councillor</i>	*Mr. Stanley H. Pickett, <i>Adviser on Community Planning, CMHC Head Office, Ottawa, Ontario.</i>	<i>Quebec Division Chairman and National Councillor</i> <i>National Councillor</i> <i>Executive Director</i>	*Mr. Roland Lemieux, <i>Vice-President of CPAC, Town Manager, City Hall, Arvida, P.Q.</i> M. Jacques Simard, <i>1566, rue Saint-Denis, Montréal, Qué.</i> Colonel J. E. Pineault, <i>917 Est, Grande Allée, Québec 4, Qué.</i>
<b>DIVISIONAL APPOINTMENTS</b>		<i>New Brunswick Division Chairman</i>	Mr. W. A. Fairweather, <i>Secretary, The Planning Commission of Fredericton, Queen and Carleton Streets, Fredericton, N.B.</i>
		<i>Nova Scotia Division Chairman</i> <i>National Councillor</i> <i>Executive Director</i>	Professor D. H. Waller, <i>19 Doug Smith Drive, Halifax, N.S.</i> Mr. John Gurholt, <i>112 Crichton Avenue, Dartmouth, N.S.</i> Mr. A. D. Grayston, <i>Box No. 211, Halifax, N.S.</i>
<i>British Columbia Division Chairman and National Councillor</i>	Mr. H. G. Bourne, <i>c/o B.C. Telephone Company, 768 Seymour Street, Vancouver 2, B.C.</i>	<i>Newfoundland Division Chairman and National Councillor</i>	Mr. Samuel J. Hefferton, <i>67 Cornwall Crescent, St. John's, Newfoundland.</i>
<i>Executive Director</i>	Mr. T. McDonald, <i>B.C. Division, CPAC, 820 - 736 Granville Street, Vancouver 2, B.C.</i>	<i>Secretary-Treasurer</i>	Miss Catherine Corbett, <i>Newfoundland Division, CPAC, Court House, Duckworth Street, St. John's, Newfoundland.</i>
<i>Alberta Division Chairman and National Councillor</i>	Mr. D. L. Makale, <i>10140 - 142nd Street, Edmonton, Alberta.</i>	<i>National Office National Director</i>	Major-General M. L. Brennan, OBE, CD, <i>425 Gloucester Street, Ottawa 4, Ontario.</i>
<i>Executive Director</i>	Mr. Jack Moar, <i>9811 - 62nd Avenue, Edmonton, Alberta.</i>		
<i>Saskatchewan Division Chairman and National Councillor</i>	Mr. C. W. Pool, <i>Consulting Engineer, 26 Golden Mile Plaza, Regina, Sask.</i>		
<i>Executive Director</i>	Mr. George Neil Munro, <i>2857 Garnet Street, Regina, Sask.</i>		
<i>Secretary-Treasurer</i>	Mrs. B. Callum, <i>2817 Wascana Street, Regina, Sask.</i>		

\* denotes member of the Executive Committee of National Council

